

February 1957

Volume XLVI, No. 2

NATIONAL MUNICIPAL REVIEW

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**Cleveland Picked
for '57 Conference**

PUBLISHED BY THE NATIONAL MUNICIPAL LEAGUE

National Municipal Review

Carl H. Pforzheimer Building, 47 East 68th Street, New York 21, N. Y.

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News of the League

Cleveland Gets '57 Conference

Colorado Springs Chosen for Following Year

The invitation of leading civic groups in Cleveland, Ohio, to hold the 1957 National Conference on Government in that city next November was accepted by the Council of the National Municipal League at a meeting held December 12.

The Council also voted to hold the 1958 Conference in Colorado Springs.

The Cleveland invitation was presented by civic groups including the Citizens League, Chamber of Commerce, Cleveland Development Council and the Cleveland Convention Bureau, representatives of which chose Robert H. Rawson, member of the League's Council, as general chairman of local arrangements.

The Conference dates will be November 17, 18, 19 and 20. Hotel headquarters remain to be chosen.

This will be the fourth time in the 63-year history of the National Conference on Government that it will have been held in Cleveland. Previous con-

ferences in the Ohio city were in 1895, 1919 and 1930.

The Colorado Springs invitation, for 1958, was presented by the Colorado Springs Charter Association, a nonpartisan citizens' organization, and was supported by Colorado College and other local and state groups. Dates and headquarters will be chosen later.

On Constitutional Study

John E. Bebout has taken a leave of absence as League assistant director to serve as deputy director of the New York Temporary State Commission on the Constitutional Convention, which has been created to study problems and develop background in connection with the possible calling of a constitutional convention which will be voted on in November.

Nelson Rockefeller is chairman of the commission. William J. Ronan, dean of the New York University Graduate School of Public Administration and Social Service, is director.

At Council meeting (clockwise around table): President Cecil Morgan, Charles Edison, Frank A. Vanderlip, Jr., George H. Gallup, Richard S. Childs, Francis A. Harrington, H. Bruce Palmer, Lloyd Hale, William Collins, Carl H. Pforzheimer, Jr., John E. Bebout, Roscoe C. Martin, Allen H. Seed, Jr., Mark S. Matthews, Herbert Emmerich, Robert H. Rawson, John S. Linen, Mrs. Siegel W. Judd, E. D. Dodd and Alfred Willoughby. Thomas Graham, Louisville, not shown, also attended.



All-America Cities Hail Victory

News of their winning the 1956 All-America Cities awards was hailed by the eleven successful cities last month with banner headlines and cartoons in the newspapers, special television and radio programs, flag raisings and other celebrations.

Anchorage, Alaska, first city outside the continental United States to win, raised the All-America City flag over the city hall while the municipal band played, fire sirens screamed and jet planes of the Alaska National Guard flew overhead. A fireman lighted a torch atop a huge snow sphere on the upper part of which was a colorful map of Alaska with large signs proclaiming the designation and "Anchorage — Light of the North."

President Eisenhower sent congratulatory telegrams to each of the winning cities.

The All-America Cities awards came before a nation-wide television audience the night of January 12 when John B. Gage, NML regional vice president and former mayor of Kansas City, presented an award certificate to Red Foley, the American Broadcasting Company's "king of country music programs," on his "Ozark Jubilee" program originating in Foley's home town, Springfield, Missouri, one of the winning cities.

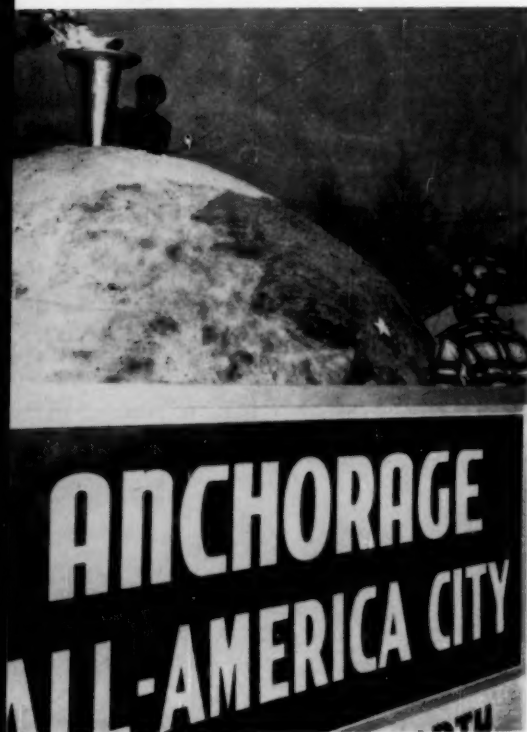
Elaborate plans were made for ceremonies during January for the receiving at luncheons, banquets and other affairs of framed certificates from representatives of the National Municipal League and *Look* Magazine, co-sponsors of the contest.

Zanesville, Ohio, planned a four-day celebration, including a banquet at the municipal auditorium, a ball, a street parade and "All-America City Sunday," when ministers would speak about the new "spirit of progress."

Harold S. Shefelman, prominent League member and president of the Municipal League of Seattle and King County, flew to Anchorage to present the award January 27 to the most northern winner.

Frank A. Vanderlip, Jr., of New York, member of the League's Council, made the presentation January 26 at Torrance, California, the most southern of the winning cities.

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Published monthly except August by the National Municipal League

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Editorial Comment

Area Cooperation Is Vital, Now

AMERICA at the end of 1956 must face up to the great problem of its cities. They are in trouble, serious trouble, and the vast urban growth has scarcely begun.

From Seattle to Miami and up the Atlantic coast, everywhere the pattern is the same. The old, established cities are being surrounded by ring after ring of suburbs, stretching miles across county and state lines. Communities which lie in the path are being completely engulfed. And the problems of highways, water, sewage and health generated by this rapid growth are staggering.

Just about everyone, it now seems, wants to live and work in a great metropolis. In the last six years the population of the United States has grown an estimated fourteen million people and 97 per cent of them live in an urban area. But think of the future.

Each year for the next two decades, according to generally accepted predictions, more than a million acres of rural land on the fringes of our cities will be urbanized. That is a total of twenty million acres, or more than four times the size of Rhode Island. It sounds fantastic, but within a generation it is now believed that the entire eastern seaboard from Portland in Maine down to Norfolk, Virginia, will be one gigantic metropolis.

Nowhere on earth, not even in China, is there now such a concentration of humanity. The industrial and financial power of that great

sprawling region will be incalculable. And so will the problems.

But urbanization and the new metropolitan headaches are not restricted to the Atlantic coast, or even to Miami, Chicago or Los Angeles. They afflict Greater Kansas City.

Localizing the discussion for a moment, let us examine the projected growth pattern of this area. If America continues to expand at a rate of from two to three million people a year — and there is no reason to doubt that it will — the population of Greater Kansas City should increase by about 250,000 in the next decade.

By simple arithmetic, this means a minimum of 62,500 homes must be built by 1966 to accommodate the new growth alone. And that doesn't include replacement of any worn out residences. This minimum figure is the equivalent of eighteen entirely new communities the size of Prairie Village.

Multiply this growth pattern over the next four or five decades and you have a metropolitan area built up solid from Excelsior Springs, to Harrisonville, to Olathe and Leavenworth. Along the freeways development will push out even farther, to St. Joseph, Lawrence and Odessa.

What a city that will be! And what problems it will generate. Who will provide the sewers, the highways? Where will the water come from and how will it be transported 30 miles or more from the Missouri River?

The problems of the future would be frightening even if everything were running smoothly today. And today in every major urban area, services are already breaking down. The hubs of our cities are choked with traffic. Water and sewers are painfully short in the suburbs, in many cases limiting growth. Health is endangered. River pollution is rising.

The actual lack of municipal services in itself is bad. But even worse, nowhere is there a level of government now in existence which can force the cooperation required to solve these problems. Up to now in most areas of the United States the cities and towns have had a tendency to go it alone, each skeptical of the other's good intentions.

As Dr. Luther Gulick of New York's Institute of Public Administration puts it: "Our local governments are not solving the basic urban problems and they cannot, however hard they try, each working alone. The new problems cannot be faced the old way."

At the recent Memphis Conference on Government, sponsored by the National Municipal League, you heard it over and over again. The cities are in trouble. Only bold and imaginative thinking can stave off disaster.

But the striking thing at the con-

ference was that no one knew precisely how to cope with metropolitan problems. In the case of Greater Kansas City, how do you get effective cooperation from 318 separate units of government in six counties and two states?

Even the experts don't have a ready-made answer.

There was agreement on one point, however. The sheer dynamics of growth will force eventual solution. Our cities will be saved, regardless of whether or not provincial, unimaginative local leaders wish now to work together.

Cooperation may force cities and counties to relinquish some of their authority. This will go against individual pride and, in some cases, individual gain. Decisions may have to violate long standing local traditions, but they will ultimately be made.

The initial problem is to work out some effective base for cooperation. At the Conference on Government it was widely agreed that the county probably offers the best vehicle now available. In even the largest metropolitan areas only a few counties are involved, whereas the number of cities and suburbs may run into the hundreds. The possibility of agreement seems brighter on the county level than on any other.

Editorial, *Star*, Kansas City, Missouri, December 11, 1956.

Women Carry the Day

Few in number, short of money, they win first sound reapportionment for state of Washington in 26 years.

By JULIA D. STUART*

A COMPLETE and scrupulously fair legislative redistricting of the state of Washington was secured by a vote of 448,121 to 406,287 at the polls November 6, 1956. It replaces a 26-year-old apportionment which had become grossly obsolete and unfair by reason of great growth of population in some sections of the state.

The reapportionment was accomplished by an initiative measure sponsored by the League of Women Voters of Washington. The achievement was remarkable because the league had only 1,500 members in thirteen local groups; it had little money for the campaign. (An effort by a legislator to obtain signatures to a redistricting measure had failed two years earlier.) There was an additional citizens committee of sponsors which provided a vigorous chairman, but most of its members lent only their names, some making contributions. League members carried the load. The much less contentious apportionment of 26 years ago had barely won—by 795 votes.

The situation was complicated by a simultaneous bitter campaign both for and against the controversial

"right to work" Initiative No. 198, which was defeated two-to-one by the voters. There was widespread fear that this voting trend would sweep the League of Women Voters' Initiative No. 199 along with No. 198 to defeat.

There was active opposition to the reapportionment initiative, both from legislators and from groups and individuals in areas that would of necessity lose representation.

The crowning blow of the campaign came in the form of a court action, brought by four legislators, which resulted in a decision in the Superior Court that the initiative should not be placed on the ballot. Although this adverse decision was reversed by the State Supreme Court, it effectively tied the hands of the League of Women Voters and its supporters from the middle of August until the middle of October, just three short weeks before the election.

While the measure was in the courts, most people dismissed Initiative No. 199 as a lost cause. Little publicity appeared, although the LWV sent out a series of releases cautioning the public not to overlook the proposal and to inform themselves in case it did appear on the ballot. During this key period, no funds could be raised, nor could much work be done.

As soon as the Supreme Court's

* Mrs. Robert J. Stuart, interested in governmental affairs since debating days in the Macon, Missouri, High School, was elected president of the League of Women Voters of Spokane in 1951 and president of the League of Women Voters of Washington in 1955.

favorable decision was known, LWV representatives and the chairman of the Committee for Legislative Redistricting, F. Barton Fite, Jr., decided to make one great, last-minute effort by sending out postcards all over the state. The chairman personally guaranteed to raise the money and the league promised to circulate the cards—four hundred thousand of them. The bulk of this was done by league members themselves, although some political organizations enclosed cards with mailings of their own material.

Throughout the campaign, especially during the signature phase, yeoman service was rendered by the Municipal League of Seattle and King County. Some of its members spoke in favor of the measure and its bulletin carried a number of highly favorable articles.

The successful passage of its reapportionment initiative is the culmination of a project of the League of Women Voters of Washington which began early in 1954. At that time league members studied the subject, printed a booklet which summarized reapportionment problems in other states and the situation in their own state. They found that although their state constitution requires the legislature to reapportion after every census, including a state census to be made five years after the federal census—which state census has never been done, the legislature had failed to reapportion since 1901.

They also discovered that, because of great population shifts, the present system was badly out of date, with serious instances of under- and

over-representation. They noted, too, that repeated attempts had been made to solve this matter, both in the legislature and by initiative, but that all had failed since the 1930 initiative passed setting up the system just superseded.

By the time of the 1955 legislative session, LWV members had reached conclusions that enabled them to support HJR 11, a constitutional amendment proposed by the Legislative Council, which would set up an automatic procedure for reapportionment in case the legislature failed to act. When this proposal failed, the members made up their minds to do something about the continued legislative deadlock over redistricting and, at their state convention in May 1955, voted to "redistrict and reapportion the state of Washington," and to spearhead a movement to accomplish this goal by initiative.

Drafting Committee Named

The league's state board set up a committee under the direction of Mrs. Gayton S. Bailey of Seattle, a board member. Under her were a number of subcommittees to carry out various phases of the project. None was as important as the drafting committee, headed by Mrs. Leonard Goldberg of Seattle, a lawyer, busy housewife and mother of several small children.

The first move was the request made by the state board that both political parties become members of the committee. The parties agreed to appoint representatives to act in an advisory capacity, feeling that the League of Women Voters should do

the actual drawing up of the initiative. All other state organizations invited to join the committee declined.

With its small budget, and no funds available to facilitate operation of the committee, no outside financial help, no secretarial assistance or money for travel and telephoning, the drafting committee set to work to write an initiative.

Problems Tremendous

The problems faced by Mrs. Goldberg and her committee were tremendous and the way in which they were handled should be of more than passing interest. The group determined first of all the limitations within which they had to operate. These were constitutional, geographical and political. The state constitution requires a maximum membership of 99 in the House and limits the Senate to no less than one-third and no more than one-half the membership of the House. It also prohibits division of any representative district in the formation of a senatorial district and requires that apportionment be made according to the *number of inhabitants* at the last census.

The geography of Washington was of determinative importance, with the Cascade Mountains forming a barrier separating east and west and making it necessary to consider mountain passes, river crossings and the through all-weather roads.

Political considerations were those always present in any attempt to bring about reapportionment: rural-urban conflicts and resistance to change. The committee had to be

thoroughly aware of these and of local and economic interests and rivalries, current conditions and representation, the location of incumbent legislators.

The first major decision was to raise the number of senatorial districts from 46 to 49, the maximum permitted. This allowed greater latitude in providing more representation of under-represented areas. The average population of the 49 proposed districts was 48,550 and it was decided to allow no more than a 20 per cent deviation above or below the average.

The committee would have preferred to create single-member districts for the lower house, as this would permit greater differentiation between the two houses and give better representation to rural areas in districts which cover large areas. Reluctantly the group abandoned the idea because of the lack of time before the deadline for filing the initiative as well as the desire to avoid too much upheaval. It decided to continue the prior system of identical boundaries for both House and Senate districts and to create Senate districts of about the same population with one senator and two representatives each. To avoid any problems of deadlock in the House, the party advisors urged the retention of a 99-member House of Representatives. Therefore, a third legislator was assigned to the largest and fastest growing area, a senatorial district in King County with a population of 62,715.

A major hurdle was the determination of the population and boundaries of the districts. Until

1950 the Census Bureau had used civil divisions as the unit of its population count. In that year, however, units called census tracts were used. These are geographic areas based on various criteria, such as terrain of the locality. Their boundaries were fixed with the help of interested state and local groups. The result of this census method made it difficult to learn the population on the precinct level or for districts within counties.

The committee finally resolved to use these new census divisions as the units for building the new districts instead of the old method of using precincts. Easily obtainable census tract maps gave accurate population figures. Their boundaries followed the geographical pattern of the state. The Census Bureau intended to use them permanently. The population within each tract was small enough to permit juggling to get districts of the appropriate size.

Most of the actual drafting of the initiative was done by the core drafting committee under Mrs. Goldberg. The chairman prepared a preliminary plan which was submitted to members of the entire committee, including party advisors. They made suggestions to make the plan more practical. Careful attention was given to local conditions and historical relationships. The committee evaluated the recommendations for altering the preliminary plan and the chairman prepared a new plan embodying the proposals accepted.

King County (Seattle), as the largest county in the state, and the

one assigned two of the three new districts, presented a special problem. The districts created stepped on political toes, particularly of those who benefited by the status quo and who were afraid to risk changes. The committee refused to make concessions based on partisan factors, however. They knew they could not satisfy everyone and they wanted to be able to justify what had been done.

An attorney who had served as bill drafter for the state legislature wrote the initiative in the proper technical language and with saving clauses and other material to cover any foreseeable contingencies.

Reapportionment Plan

As legal descriptions would have been long and expensive to print, census tract numbers of the Census Bureau were used to describe the boundaries of the districts. Previous bills and initiatives had used precinct names and numbers which are no clearer. An advisory opinion from the state attorney general's office stated that census divisions would be adequate legal descriptions for legislative districts and that the use of numbers would meet legal requirements.

Census tract maps for the new districts were filed with every county auditor and maps of the plan which showed the exact boundary lines were circulated. Actually, few people were interested in their districts before the initiative passed.

The new plan has created 48 senatorial districts with a variation of less than 20 per cent of the average population per district, and one dis-

tract, because of its peculiar geographical location and orientation, with a deviation of 33 per cent. Of the prior 46 districts, twelve had deviations of over 50 per cent, and only seventeen had less than 20 per cent.

The new districts are more compact; cities have been kept as entities wherever possible. The rural areas, traditionally over-represented, continue to be slightly over-represented to make up for the distances involved and geographical factors. No partisan considerations entered into determination of the boundary lines. The plan is based on population as the constitution requires. Other reapportionment plans for the state have been based on registered voters—a very rough guide.

The Campaign

Once the initiative had been filed, members of the League of Women Voters turned their attention to the staggering task of gathering sufficient signatures to place it on the ballot. The law requires not less than 50,000 and it is generally conceded that 70,000 are needed to insure the petition's validity.

A letter was sent from Mrs. Robert J. Stuart, Spokane, LWV state president, to state organizations, seeking their support. A few outright endorsements were given, some took petitions, some invited LWV speakers to their conventions or meetings. Some were not interested or in a position to cooperate.

Although the promotion, education of the voters and publicity was coordinated at the state level, each local league carried on its own cam-

paign for signatures according to the special needs of its own community.

Statewide news releases were sent to the two hundred daily and weekly newspapers describing the plan and how it was prepared. A bar graph and a map of the new districts were included with an offer to supply newspaper mats if requested. Initiative No. 199 quickly became newsworthy and top political writers in the state, as well as AP and UP, kept the story alive. Favorable editorials appeared continuously in Seattle papers. Use was made of radio and TV where available. There was a speaker's bureau wherever there was a local league.

With tremendous effort and dedication, LWV members, with whatever outside help they could get, amassed 83,000 signatures in the period from the filing date, February 16, to the deadline, July 6. Some 78,000 of these were declared valid.

Once the league's initiative weathered this first and greatest test, there was no stopping it—even with the court action to prevent certification of the measure for the ballot. A league husband and attorney represented the LWV in the case, working with the attorney general's office to defend the league's position.

The unanimous opinion of the Supreme Court that No. 199 should appear on the ballot served to focus attention on the measure even in the midst of the presidential election furor and during the much more publicized battle over the "right to work" initiative with its dangerously similar number, 198. A survey indicated small chance for the passage

(Continued on page 88)

Bridging State Lines

Interlocal compacts proposed as way to deal with problems of metropolitan areas spanning boundaries.

By FREDERICK L. ZIMMERMANN and MITCHELL WENDELL*

INCREASING attention must be given to the handicaps imposed on local government in the modern era by geographical limits. Ways must be found to bridge these boundaries. Methods of adaptation and integration are further complicated for communities along state boundaries. This problem of local government and state lines has attracted much consideration in its most spectacular manifestation, the major interstate metropolitan area. Some of the need for integration, however, applies, if on a lesser scale, to all local governments in state boundary areas.

The most far-reaching developments in the integration of multi-state metropolitan areas have been the creation for particular regional purposes of joint state administrative bodies established by interstate compact. But the use of the compact to meet some of the problems of these areas has grown slowly since its first appearance in the Port of New York Authority. Moreover, a number of new applications have occurred in the same New York region, with creation of the Interstate Sanitation Commission in 1935, the

Interstate Palisades Park Commission in 1936 and the Waterfront Commission in 1953.

Except for a limited early use in the Kansas City region, compacts have been employed in only two other major interstate metropolitan districts with the Missouri-Illinois creation in 1949 of the Bi-state Development Agency for the St. Louis area and the Pennsylvania-New Jersey establishment of the Philadelphia Port Authority and a broadened Delaware Bridge Commission in 1951.

The serious problem of the metropolitan area is the more critical because of the number and importance of our boundary cities. Of the 25 largest metropolitan districts, ten at least can be classified as in the boundary category: New York, Chicago, Philadelphia, St. Louis, Washington, Cincinnati, Kansas City, Providence, Portland (Oregon) and Louisville. Detroit and Buffalo are on the international boundary line. The problem is not limited to such giants. The Commission on Intergovernmental Relations reports that "of the 170 standard metropolitan areas, 23 extend across state boundaries and 28 others extend to a state line. Forty-three million persons—one out of very four—live in areas that are now or may soon become interstate." There are also innumerable smaller urban communi-

* Mr. Zimmermann is a member of the political science faculty of Hunter College, New York City; Dr. Wendell is on the political science faculty of American International College. Both are staff members of the New York State Joint Legislative Committee on Interstate Cooperation.

ties that straddle state lines or, if the growth of the country continues, bid fair to do so.

Methods of effecting integration across state lines, at least for some functions, must be developed. It seems increasingly evident that informal methods alone will not suffice and that more formal devices must be used to assure the necessary permanence and provide a sound legal basis for joint agencies and arrangements.

At least one such interstate community has sought integration of those functions that should be performed on an area-wide basis and that probably would have been undertaken in unified fashion if it had not been for the intervention of a state line. At least since 1920, the charters of Bristol, Virginia, and Bristol, Tennessee, have provided for the making of agreements for the operation and performance of certain services on a cooperative basis.

Both cities operate under special charters embodied in the statutes of their respective states. In consequence, the presently operative sewage disposal agreement is really an interstate compact entered into by the cities pursuant to authority delegated to them by state statute. It also can be said that, for the same reason, any other agreements that these two municipalities may conclude on the basis of relatively broad permission contained in provisions of their charters also will be compactual in character.

While the need may not be as great as in more densely settled communities, interstate arrangements

between local jurisdictions can be useful also in rural areas. For example, Wisconsin and Virginia authorize interstate library agreements enabling communities along their respective boundaries to cooperate with communities in neighboring states in the operation of library facilities. Such contractual arrangements could be especially helpful in making possible the construction and maintenance of public works.

Delegation of Powers

Except for the Bristol arrangement, compacts relating to local activities have so far been negotiated and put into effect directly by the states concerned, even though their most obvious effects were on the local units. Under the federal constitution interstate compacts are formal agreements between or among states given the status of law by legislative action of the participating states. Consequently, a more extensive use of compacts for local governmental purposes would be facilitated by the development of techniques for delegating compact-making authority to local governmental units so that they could negotiate and administer their own agreements.

There would seem to be no serious legal obstacles to such delegations of power by states to their political subdivisions. It is firmly established that local governmental units are agents of the states in which they are located. It is also fundamental that local governmental units have the capacity to make binding contracts. Consequently, localities could be delegated the authority to enter into formal agreements that would

be binding upon them as contracts and upon the states in which they are located as interstate compacts.

Nevertheless, there are some practical decisions to be made if an interstate compacting power is given to political subdivisions. These relate to: (1) the degree of freedom to be accorded local governments in formulating and putting into effect the substantive provisions of a compact; (2) the harmonizing of divergent laws affecting state-local relations in the interested jurisdictions; and (3) the enforceability of interlocal agreements across state lines.

State's Liability

The first of these questions is important because a formal agreement between or among political subdivisions of two or more states, an agreement which has the force of statutory law, will of necessity be a compact between or among states. In consequence, the states will be guarantors of performance to which an aggrieved party may look for satisfaction in case of default by a local government. If a state is to have this liability, it probably should insist on safeguards. Accordingly, it would seem that at the very least state statutes authorizing localities to enter into compacts should describe the permissible subjects of such agreements in definite fashion: either by enumeration or by clear generic definition.

The question of local freedom of action has yet another aspect. How much state supervision should there be in the actual making and operation of the compact? The Wisconsin library project presents this ques-

tion of supervision and control quite squarely.

One of the arrangements being considered would be for the Wisconsin Free Library Commission, a state agency, to make such compacts on behalf of the interested Wisconsin communities. It is probable that this body would be amenable to the making of the desired agreements at the request of the affected localities. But it is also true that since the Free Library Commission would itself enter into the agreement on behalf of the state, it would have to approve the actual contents of the compact; otherwise no agreement would be executed.

Whether this degree of control would be necessary in all cases is open to question. Depending on the circumstances, availability of an appropriate state official (perhaps the attorney general) for consultation, filing of the executed compact with the state, or embodiment of specific limitations in the statute conferring the compact-making power might be sufficient.

Further, it would seem that the purpose of state supervision and control would vary depending on the size of the localities involved. Larger municipalities normally have their own law departments and may be presumed to have the professional assistance necessary to the negotiation of equitable and legally satisfactory agreements. Smaller communities which cannot afford adequate counsel may require a greater degree of state help. No matter what the size of the locality, however, the state will always be interested in seeing that the compact does not sub-

ject it to unreasonable risks in its capacity of guarantor.

The harmonizing of divergent state laws is a problem that must be faced in the drafting of most interstate compacts. In the usual case, however, it is a problem easily solved. Since the compact is itself statutory law, it supersedes conflicting provisions of law. The recent Wisconsin-Illinois school district compact illustrates a possible solution to this type of problem. The operation of joint schools serving localities on both sides of the state border requires the harmonizing of applicable teacher certification, school attendance and similar state requirements which may differ from jurisdiction to jurisdiction. The compact contains specific provisions providing for the resolution of such divergencies.

The third problem relates to the enforceability of interlocal agreements across state lines. Attention should be given to the significant procedural phases of the recent litigation over apportionment of the waters of the Delaware River. In 1931 the United States Supreme Court rendered a decree allocating some 440 million gallons of water daily to New York City. Recently, the city sought to increase the allotment, thereby precipitating further litigation. Pennsylvania intervened to protect its interests in the Delaware Basin. Philadelphia also attempted to intervene but was denied the right to do so.

Philadelphia contended that home rule provisions of its charter gave it complete control of its own water system and consequently special interest in the suit. However, the

court's opinion said that Philadelphia could not participate in the litigation because she had not shown an interest separate from that being presented by the state. A dissent maintained that it was obvious that New York City was participating in the suit in its own behalf and that the interests of Philadelphia were also substantial.

So long as interlocal compacts worked to the satisfaction of all concerned, no inquiry as to their enforceability would be necessary. Undoubtedly, many of the disputes which might arise could be settled by informal means. Before localities would risk important commitments, however, they probably would want to know whether they could obtain court settlement of any disputes over interpretation or performance of the agreements.

Particularly if the state statutes providing for such interlocal agreements were carefully drafted, there should be no difficulties in this regard. The local governments could secure enforcement in the same manner that they secure enforcement of their contracts. Also, the states could enforce because the interlocal agreement would be a compact.

Merits of the Compact

States and localities wishing to consider the authorization of such interlocal agreements might receive considerable assistance from a draft of a suggested statute on the subject appearing in the *Suggested State Legislation Program for 1957*.¹

The interstate compact is a poten-

¹ Council of State Governments, Chicago, 1956, 207 pages.

tially useful instrument for meeting the peculiar problems of integrating local interstate areas. Authorization by the United States constitution of this method of interstate agreement removes questions that might prove fatal for other approaches. Further, the compact because of its contractually binding character meets a basic need by providing the necessary stability. Not only is an interstate compact a statute in an enacting state but it is superior law in the sense that no later unilateral legislative action can conflict with the contractual obligations embodied in the interstate agreement. Because of these attributes the compact has been the accepted vehicle for the creation of joint administrative agencies of two or more states.

Powers of Agency

An interstate agency established by compact can be endowed with all the powers normally associated with local government. It can exercise eminent domain, finance, construct and operate public works and facilities, police these operations and collect fees therefrom to support revenue bonds. It can formulate and enforce regulations or ordinances. It can levy taxes in order to carry out and maintain a regional program. It can confer extraterritorial authority for specified purposes on courts and administrative officers. These powers can be delegated to an interstate agency on the same condition with respect to the establishment of standards and making of findings as would govern delegation of powers to the agency of a single state. The 1951 decision of the United States Su-

preme Court, in *West Virginia ex rel. Dyer v. Sims* (341 U.S. 22), embodying this important holding also has strengthened the position of the compact generally by emphatically reaffirming the enforceability of such agreements.

Compacts can be tailored to the particular needs of area and function. Since the effectiveness of the interstate compact approach does not require the fixing of any particular political boundary lines, it could be used to handle problems encountered in the large urban regions described by Charlton F. Chute,² in sub-areas of such regions or for rural problems, as well as for the more familiar metropolitan area.

Some students of the metropolitan problem have suggested that general integration of metropolitan areas is not necessary and that coordination may be limited to those problems which are peculiarly metropolitan in character. The compact method is adapted to such a particularistic approach. As the Incodel³ proposal for a comprehensive water supply system in the Delaware Basin indicates, it is even possible to utilize a compact which would establish a joint enterprise to meet a problem common to two interstate metropolitan areas while also recognizing other legitimate needs of a region which far transcends the area of both metropolises.

It would be possible, of course, to formulate multi-purpose compacts and establish interlocal commissions of broad scope and powers, if desira-

² See the REVIEW, June 1956, pages 274-280.

³ Interstate Commission on the Delaware River Basin.

ble. The establishment of a single interstate municipality might be beyond the realm of present political feasibility. It would be possible, however, by providing for representation of the participating municipalities in the governing body of an interstate agency, to establish for particular purposes something of a league of municipalities bridging the state line. An interlocal agreement also could provide for the direct election of members of such a governing body by the electorate of the interstate area.

Congressional Consent

The compact clause of the constitution reads: "No state shall, without the consent of Congress, . . . enter into any agreement or compact with another state or with a foreign power." This wording has led some people to believe that the states can make no compacts of any kind without obtaining congressional consent. If this were a correct statement of the situation, it would apply to interstate compacts between local governmental units as a matter of course. The consequence might well be to discourage localities from attempting cooperation via compact. Not that Congress likely would oppose the joint or cooperative provision of municipal services across a state line where the local residents had indicated a desire for such an undertaking, but the extra effort and possible delay might seem too burdensome, especially for projects of relatively limited scope.

Fortunately, the vast majority of interlocal compacts would not need congressional consent at all. The courts have uniformly taken the position that a compact requires congressional consent only if it affects a power delegated to the national government or affects the "political balance" within the federal system. Moreover, the Southern Regional Education Compact, participated in by all the states from Oklahoma and Texas on the west to Maryland on the northeast, has been in full operation ever since 1949 despite the fact that it has never received congressional approval. In 1948, when consent legislation for this compact was on the floor of the Senate, the measure was sent back to committee after debate which indicated an interstate compact on education did not require consent.

Certainly an interlocal compact to maintain a park, establish cooperative library service, operate joint public school facilities, use common sewage disposal works or do most of the things that form the core of local governmental activity could hardly be said to affect the balance between nation and states or disturb a power delegated to the national government. Perhaps localities contemplating an interlocal compact might want to seek congressional consent for their agreement in very special cases. But the ordinary compact between localities in different states would not need consent and should come into operation without consent ever being sought.

Progress for Newark

Strong mayor, with business administrator, seen as bringing responsibility, sound planning, supervision.

By LEO P. CARLIN*

THE new strong mayor-council charter of Newark, New Jersey, superseding the commission plan of government, provided something its officials never had before—responsibility. The mayor speaks for the community—the community rightfully looks to him for leadership. The charter provides an independent council to check the administration and the check made by the council is no rubber stamp.

Officials elected under the new plan took oaths of office on July 1, 1954, and things moved: First—adoption of a modern administrative code implementing the charter and incorporating a completely new departmental structure.

Second—establishment under the charter of the office of business administrator, vested with control over the principal tools of administration—budgeting, planning, purchasing and personnel, with the added responsibility, under the mayor, of supervising and coordinating the operation of all departments. The

office of business administrator relieves the mayor to a great extent of the routine problems of administration and, as a result, he can give more time to the formation of policy and long-range planning. But the sole responsibility of administration is the mayor's. If administration bogs down he is the one responsible to the people. There is no such thing as shunting the blame to one of the other commissioners as there was under the old commission form of government.

The budget, prepared under the supervision of a single, responsible executive, instead of five as heretofore, is so carefully scrutinized that at the time of its adoption it is practically a blue print of the operation of the government for the ensuing year. Public hearings are held by the mayor and business administrator. Department heads appear and their budgets are carefully considered. In the last two years these hearings lasted more than a month. The mayor then makes his budget recommendations to the council and it proceeds to make its own analysis, also calling in department heads.

We learned a great deal from these budget hearings. We learned that salary schedules and job classifications were in a chaotic condition. We found the means of correcting this through our personnel director, who acts as a clearing house for all ap-

* Mr. Carlin, mayor of Newark, New Jersey, under its new charter, served eight years as a member of the Newark Board of Education (one as president and five as vice president), as Democratic assemblyman in the New Jersey legislature and as a member of the board of commissioners and mayor of Newark under its old commission plan. He was president of Local 478, Teamsters' and Chauffeurs' Union, American Federation of Labor, for nineteen years.

pointments, transfers, separations and employee grievances.

The theme of the new government is unified administration under responsible leadership. Unification has had the effect of improving the central purchasing program; it has resulted in the centralization of payroll operations.

Through unified management the tax rate has been stabilized and reduced. City employees have not suffered by this. No permanent employees have been released and in addition a 40-hour week for policemen and hospital workers has been instituted. These things have been accomplished by making more effective use of present employees.

It is not my purpose to go minutely into all our accomplishments although I am tempted to because I am proud of the results of our administration and I embrace in that term those who are working with me. I am particularly proud of, and pleased with, the enthusiastic interest displayed by our citizens in their new form of government. The "New Newark" is a common expression among businessmen.

As an example of what unification and executive responsibility can accomplish I should like to mention the modernization of the police department. Although we have reduced working hours in the department to a 40-hour week we have been able to increase the night police staff from 132 to 228. The number of men on night foot patrol has been increased to give citizens better protection.

A research and planning office has been established in the police department; steps have been taken to

reorganize internal operations; studies in police administration are under way. The same theme runs through the administration of the police department as through the other departments—to modernize what has grown old and to plan for the future.

Modernizing has included streamlining. Where you unify functions you eliminate wasteful duplication. Unified efforts to collect arrears of personal taxes have resulted in an increase of more than a half million dollars a year in collections.

A Business Proposition

We want to run Newark as a business. We want our citizens to get their money's worth. Private business has lent us their experts for consultation and research studies. Research studies in accounting, building maintenance, salary rates and automobile use have been made. These studies are becoming increasingly productive. Just recently, as a pilot test, we contracted for the cleaning of a number of buildings formerly maintained by city employees. As a result there will be a saving of \$50,000. This is our theme in operation: Can we do things better than we have been doing them?

Research is beginning to play a vital part in our government. Government by political intuition is being replaced by a business administration.

As I said before, I am pleased with the enthusiastic interest of our citizens in their new form of government. The Mutual Benefit Life Insurance Company was considering moving out of Newark. Instead it is constructing a multi-million-dollar

insurance center on the main street. The Prudential Insurance Company was decentralizing its operation where we feared it would move away. Instead it is demolishing its old buildings on the main street, replacing them with modern structures.

Our vast meadow land, so long neglected, has become a beehive of activity. Outstanding business men have willingly accepted positions on non-salaried committees. Possibly outstanding among these committees is the Economic Development Committee, which includes among its members the president of the Mutual Benefit Life Insurance Company and the vice president of the Prudential Insurance Company. The plans of the committee are so extensive as to be breath-taking.

Bond Rating Raised

A city's credit standing, as indicated by its bond rating, is a good hallmark of its type of government. If the government is honest and efficient, almost invariably the fact is reflected in its ability to borrow money at a lower cost than an ill-managed municipality. Last fall Newark's bond rating was changed by Moody's from BAA to A. No more objective proof could be desired of definite accomplishment under the mayor and council form of government.

We have not attained perfection. Our efforts have been occupied largely in establishing a unified city administration. We still want to increase our standards of personnel administration, provide in-service training programs for employees who wish to advance themselves. We

want to continue our budget analyses with the ultimate aim of a performance budget, toward which we are striving.

We want a capital improvements budget. We want to continue our studies of which municipal services are best and most economically performed by independent contractors engaged on a competitive bidding basis.

We now have the confidence of our citizens in the integrity and competence of our city administration. We have the realization of our city officials and employees that they have a responsibility to render service.

But we still have in view the broader field of city planning for the needs of our urban area. It is in this field that our form of government can make its greatest contribution.

A modern municipality has problems and relations outside its narrow confines. For example, in New Jersey there is need for a speedy development of an equitable tax program that will attract and retain industry in its municipalities. I intend to present such a program to the 1957 New Jersey legislature. I intend to solicit the support of the other large cities of New Jersey.

Large parks in Newark are under the jurisdiction of the Essex County Park Commission. I intend to appear before this commission to present a program on behalf of the citizens of our city for the greater development of recreational facilities in our parks.

I am working on a program of

(Continued on page 92)

News in Review

City, State and Nation

Edited by H. M. Olmsted

Manager Localities Now Total 1470

99 Places Added in '56;
3 Cities Abandon Plan

THE number of municipalities added to the list of council-manager communities in 1956 reached 99 according to all information available to the NATIONAL MUNICIPAL REVIEW. While not a record (1955 showed 111 adoptions) the number is well above recent averages. Three cities abandoned the plan by popular vote during the year. Communities now having the plan total 1470.

The International City Managers' Association, in a list of municipalities adopting the council-manager plan in 1956, includes eight places not heretofore mentioned in this department as having adopted the plan. With their 1950 populations they are: in CALIFORNIA, MONTE VISTA (375) and NEWARK (1,532); in FLORIDA, BROOKSVILLE (1,818), COCOA (4,245) and MARIANNA (5,845); in MICHIGAN, WHITEHALL (1,819); in VIRGINIA, CHRISTIANSBURG (2,967); and in WASHINGTON, EAST REDMOND.

The borough council of DOYLESTOWN, PENNSYLVANIA, (5,262) late in 1956 passed an ordinance establishing the office of borough manager, effective January 1, 1957. The police department remains under the jurisdiction of the burgess but can be transferred to the manager at any time by action of the council. The manager handles purchasing for the police department.

FOREST PARK, GEORGIA, (2,653) voted 478 to 108 on December 1 to adopt council-manager government.

On December 8 FARMERS BRANCH, TEXAS, (approximately 7,000) voted 142

to 33 to adopt a council-manager plan charter. The new government went into effect the same day.

On December 29 HURST, TEXAS, adopted a new charter, providing the council-manager plan, by a vote of 215 to 164.

SOUTH BERWICK, MAINE, voted December 15 to retain the town manager plan, 558 to 175.

According to the ICMA, BARTON, VERMONT, abandoned the council-manager plan in 1956.

In GROTON, CONNECTICUT, the town charter committee has prepared two tentative charters for public discussion. Both include the council-manager plan; one would include not only a council of seven members but also a representative town meeting of 60 which would pass upon the budget and have powers of initiative and veto with respect to the council's legislative actions.

The HIGHLAND PARK, MICHIGAN, Board of Commerce has recommended the council-manager plan to the nine-member charter commission elected last August. Highland Park has had a mayor-commission form of government since 1918.

OWOSSO, MICHIGAN, is reported to be in process of revising its city charter to provide the council-manager plan.

WORTHINGTON, OHIO, which adopted the council-manager plan on November 6, 1956, as reported in the December REVIEW (page 546), has been found by a special census taken on October 15, 1956, to have a population of 6,440, as against 2,151 in 1950.

In ALTON, ILLINOIS, the city council, after long delay in acting on petitions for an election on adoption of the council-manager plan, has set February 19 for such election. The action followed a No-

vember 15 order from the county court to the council to call for an election in from 30 to 120 days.

ST. CHARLES, ILLINOIS, voted 1,640 to 845 on January 15 against adoption of council-manager government.

In EDWARDSVILLE, ILLINOIS, the fifteen-member City Plan Commission, after a two-months study of city government, has recommended the council-manager plan to the city council. Petitions were also circulated by interested citizens, calling for an election on the question.

MEXICO, MISSOURI, on December 18 voted 1,597 to 1,117 to retain the council-manager plan, adopted in 1949 by a vote of 1,142 to 1,008. The plan was thus supported by an increased majority. The election was called as the result of petitions filed in November. Counter petitions of the Better Mexico Committee, favoring the plan, were also circulated.

The charter commission of CLAYTON, MISSOURI, has drafted a council-manager charter. After public discussion and possible revision as to details it is to be submitted to popular vote, probably in time for the new charter, if approved, to take effect before the April municipal election.

DESOTO, MISSOURI, voted on December 11 to retain the council-manager plan, 953 to 346. It has been in effect since 1948.

A straw vote carried on by the HANNIBAL, MISSOURI, *Courier-Post* demonstrates that people of that city are favorable to a council-manager form of government. Ballots appeared in the newspaper for eight days. The poll was sponsored by the Citizens Group for Good Government.

WETUMKA, OKLAHOMA, by a vote of 345 to 207 on December 4, defeated a proposal to adopt the council-manager plan.

Interest in the council-manager idea is being shown in EUREKA, CALIFORNIA.

A charter commission in LAMARQUE, TEXAS, recently incorporated, has drafted a council-manager charter to be submitted to the voters on March 1.

Optional Charter Plan For Pennsylvania Cities

The Local Government Commission of the Pennsylvania General Assembly is preparing an optional charter plan for Pennsylvania's third-class cities, following the defeat of the 1955 home rule charter bill. The commission is a continuing committee of the legislature, which conducts research and investigations of local government problems and recommends legislation.

For a number of years city charter or council-manager bills affecting Pennsylvania's third-class cities have been presented to the General Assembly. Usually these bills have passed the House of Representatives and have died in committee in the Senate. The explanation for their failure was largely the opposition of the Pennsylvania League of Third Class Cities, which favored continuation of the mandatory commission form of government.

In 1955, a bill granting third-class cities the absolute right to frame and adopt their own charters was presented to the legislature and passed the House of Representatives. It was killed in Senate committee, probably because the home rule authority which it granted was so broad. Senator Stevenson, commission chairman, said: "These cities do not have people who know enough about third class city law to write such charters and it is a very costly job."

At the beginning of 1956, the League of Cities underwent complete reorganization. A new executive director was hired, Walter Greenwood having retired because of age, and the first- and second-class cities of Philadelphia, Pittsburgh and Scranton were taken into membership. Chances for the passage of home rule legislation immediately improved, since Mr. Greenwood had been one of its strongest opponents. When the 1955 city charter bill was killed, the legislature, at

Senator Stevenson's suggestion, passed a resolution directing the Local Government Commission to study possible alternative plans for third-class cities with instructions to report back at the 1957 session.

The commission requested the Pennsylvania Economy League to prepare an optional charter plan which would meet Senator Stevenson's desires — namely, several alternative forms of government but no complete authority to prepare home rule charters — in other words an alternative charter plan similar to those in effect in Massachusetts and New Jersey.

Optional Plans Prepared

The Pennsylvania Economy League, with the help of the counsel for the State Legislative Reference Bureau, developed a preliminary plan in September, which the commission discussed at subsequent meetings. After minor revision, the commission informally agreed to the broad outline of the plan and presented it, in summary, to the convention of the Pennsylvania League of Cities in December. The results were most encouraging and the Local Government Commission began putting the proposal into legislative form.

Basically, the proposal provides for the strong mayor and council-manager forms of government in addition to the present commission form. A change could be initiated either by petition of the voters or by an ordinance of council. The petition could provide either for the question of electing a charter commission or for the adoption of a specific plan. The ordinance of council could provide only for the question of electing a charter commission. The election of the charter commission would be held at the same referendum.

The charter commission's responsibilities would be to study the present form of government in that particular city as well as the two alternatives and to recommend a specific plan for submission to

the voters, or that no change be made. A referendum on one of the two charter plans could be held at a municipal or special election but not at a general election.

All things considered, both the mayor-council and the council-manager forms tentatively approved are fairly strong. The mayor-council plan provides for the election of a mayor and a council of five, seven or nine members; the council being elected at large for four-year overlapping terms on a partisan basis. The elected controller would be continued. Under the present commission form this officer performs both the pre-audit and the post-audit, in complete violation of accepted principles of finance administration. Under the new setup, the post-audit would be carried out by a firm of certified public accountants to be retained by council. Council would appoint the city clerk, with the mayor appointing all other officers and department heads by and with the consent of council. The mayor, in every sense of the word, would be the chief executive officer and would prepare the budget for council's consideration.

Except for the complication caused by the elected controller, the council-manager plan is also strong. As in the strong mayor plan, council would consist of five, seven or nine members elected at large for four-year overlapping terms. The council would appoint a manager for an indefinite term and, in addition, a city clerk, a city solicitor and a city treasurer. Councilmanic appointment of the latter was provided because the city treasurer collects county and school district taxes as well as city taxes. The manager would have complete appointment and removal powers over department heads and all other officers and employees. As in the mayor plan, council would retain a firm of certified public accountants to perform the annual audit.

Appointment of members of boards and commissions has not been specified in the bill drafts, but probably such policy-

making and quasi-judicial boards as the planning commission and the zoning board of adjustment would be appointed by council, as at present. One of the strong features of the plan is the fact that the mayor would be selected by the councilmen and that his duties would be presiding officer of council and ceremonial head of the city government.

This plan affects only Pennsylvania's 47 third-class cities. The second-class cities of Pittsburgh and Scranton are now under the strong mayor plan and will not be affected. Philadelphia has complete home rule authority.

ROBERT H. MCGREGOR, *Director*

Bureau of Municipal Affairs
Pennsylvania Department of
Internal Affairs

Illinois League Stresses Municipal Home Rule

At its 43d annual convention, held in Springfield in November, the Illinois Municipal League adopted a comprehensive report of its committee on home rule. The committee of twelve members was headed by Mayor Milton Lundstrom, of Rockford. Professor Gilbert Y. Steiner of the Institute of Government and Public Affairs, University of Illinois, acted as consultant.

After examining many facets of municipal home rule and stressing its changing and dynamic aspects, the committee recommended that the legislature establish a permanent Commission on City and Village Affairs, to be composed of members of the legislature, nominees of the governor and representatives of the municipalities. It was suggested that there be three in each group; in the last group one would be named by the mayor of Chicago and two by the president of the municipal league.

The report urged that the commission initially consider five problem areas

deemed to be currently of major importance in state-municipal relationships:

(1) Legislative limits for salaries of municipal officers or employees; such matters as state-imposed minimum salaries for police and firemen were held to be inconsistent with local self-government;

(2) The adequacy of local authority to license businesses and occupations for purposes of regulation in the interest of public health, welfare, safety and morals;

(3) The extent to which permissive sales and utility taxes have ameliorated the municipal revenue problem;

(4) The wisdom of tax rate limits;

(5) Mechanism that will make it possible for cities and villages to exercise broader annexation, zoning, planning and subdivision powers.

Urban Renewal Lacking In Fourth of States

Active urban renewal projects under the 1949 federal act are found in less than three-fourths of the states, according to the Department of Labor. Not only are a dozen states without the necessary urban renewal laws but in some states with such legislation progress has been slow because of need to test and interpret it.

Within the past year three new states—Georgia, Kansas and North Dakota—have come into the national scheme, and workable programs have been approved for several cities in states that have no adequate redevelopment legislation—including Texas, Utah and New Mexico. Although these cities are prohibited from acquiring private property for resale to private enterprise, they propose for the present to undertake urban renewal through rehabilitation, code enforcement and spot clearance for public redevelopment. In the meantime these cities are seeking state legislation that will permit them to acquire and clear blighted areas for redevelopment.

State-Local Relations Surveyed in South Carolina

In late December the South Carolina Fiscal Survey Commission, created by the 1955 General Assembly, released its report on state-local relations. This is the fifth in a series of eight reports to be presented to the General Assembly (see the REVIEW, November 1955, page 531). The commission previously has released reports on higher learning, public schools, highways, and federal-state relations. Reports on penal institutions, welfare and health, and projection of state revenues will be issued later.

The commission's report is based on the findings of a five-member task force on local government which spent considerable time studying local problems in South Carolina. The reports of the task force and the commission are published as a single document, identified as report No. 5.

Following are the major recommendations made by the commission: (1) That immediate steps be made to establish alternate forms of county government, including the manager form, so that control of county governments may be placed in local authorities rather than in the legislative delegation from each county—which is the current practice; (2) that annexation procedures be simplified by the enactment of proper legislation; (3) that the legislature provide for joint county-city zoning of property that is located in the areas surrounding municipalities; (4) that property taxation should be completely overhauled, especially the assessment procedure; (5) that total state grants to local units of government not be increased but that the formula for the distribution of liquor and beer taxes be changed so as to give municipalities a larger share of the total.

If the suggestions are carried out, there would be a complete change made in county government organization. At the

present time, except for Charleston County, the legislative delegation from each county is the real governing body. All county appropriation bills must be passed in the General Assembly and these bills are prepared and administered by the delegations from each county. The state has no legislation that provides for an over-all system of county government; consequently most authority in the counties is based on local laws passed by the General Assembly. There is a county board of directors or its equivalent in each county, but the house members and the senator from each county really control local affairs. Most students of South Carolina government believe that establishment of a local system of county government for each county would greatly increase the over-all effectiveness of government in this state.

If local governments in South Carolina are to maintain financial independence, the suggestions made by the commission on the property tax should be taken seriously. As of the present, assessment procedures are wholly outdated and unscientific and there is a vast difference in the rate of assessment of various properties. Equalization of values is greatly needed. A 1956 report prepared by Grifenhagen and Associates for the General Assembly points out the procedures and processes that should be established for adequate assessing and equalizing of property in South Carolina.

Fortunately most South Carolina municipalities can still solve the urban fringe problem without too much difficulty. Reducing the red tape connected with annexation would be a tremendous aid to many of our cities in extending their limits to include the urban fringe. If the General Assembly will accept the recommendations of the commission on annexation procedure, the problem now faced by metropolitan Charleston and one or two other areas could possibly be prevented. Cities in the state especially need

the legal right to instigate annexation movements and to define the boundaries of the area to be annexed. At present voting on annexation cannot be done until a majority of the freeholders in the area outside the city sign a petition requesting extension of the city limits.

ROBERT H. STOUDEMIRE

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University of South Carolina

Court Revision Plan For New York State

New York State's Temporary Commission on the Courts has submitted to the legislature a complete new judiciary article for the state constitution to streamline New York's 110-year-old complex and tangled court system on lines similar to the successful straightening out of the judicial system of New Jersey. It must pass the 1957 and 1959 legislatures for submission at the polls in 1959 if it is to take effect in 1960.

The plan provides a court of appeals and regional appellate courts as now, elected for fourteen-year terms; a so-called supreme court of original jurisdiction for civil and criminal cases and local county courts, including, in New York City, a new general court.

All the judges are to be elective as now except that half the general court judges in New York City are to be appointive by the mayor in an approximate equivalence to the 98 judges of certain courts (to be superseded by the general court) who are appointive by him now for ten-year terms.

About 165 judges will constitute the New York City general court and the elective half will be chosen from boroughs or from districts within the boroughs as may be determined by law. A proposal by the commission to have surrogates chosen by the courts themselves from among their members encountered opposition and the commis-

sion has conceded their separate identification on the ballots.

Part-time judges, characteristic of the rural areas, are given more business and are made full-time judges to avoid conflict of personal interest and there will be substantial improvements in the magistrates, the lowest of the local courts in the rural districts, who will be required to take some training for their tasks although they may continue to be laymen.

It took considerable research to find out how much the judicial establishment of the state was costing as the bills are paid by many local governments in addition to the state. The total cost was ascertained to be about \$70 million a year and the plan proposes to make this a state charge and leave it to the legislative process to provide reimbursement to the state by the localities. The new judicial conference made up of judges is vested with extensive power to manage the whole judicial system.

Opposition to various reforms embodied in the project has been carefully sought out and compromised with in some cases. The bar associations and civic associations endorse the project as a whole and consider that if further things need doing, the new simplified structure will provide a better base for further efforts than the present chaotic tangle. The bar associations urged the Missouri Plan of selection of judges without effect on the commission, which elaborately avoided the highly contentious issue of appointive versus elective judiciary.

The commission ignored also some illuminating findings of the previous State Crime Commission as to the political atmosphere surrounding elective judges and their selection under the present system. Election of judges throughout the state, especially in metropolitan communities, attracts little scrutiny and judges go into office by a uniform party vote which has the effect of leaving the selection process to the party managements and limiting

the selection of judges largely to those who are in active relationship with the party managements.

R.S.C.

Revision in Prospect For Maine's Constitution

Need of a thorough revision of the state constitution of Maine is receiving increased recognition. Both the Democrats and the Republicans have included in their party platforms planks calling for a constitutional convention. The Legislative Research Committee has been considering the advisability of a convention and the mechanics of setting one up. Newspapers throughout the state are dealing with the question. The League of Women Voters, which has long recognized the need for revision, has taken up the convention idea and is engaged in research on various aspects of the constitution and its proposed revision.

The League of Women Voters is urging establishment of an official commission, prior to a convention, to conduct research and prepare recommendations for constitutional revision. The league also plans to submit two bills to the legislature on specific revisions: one to liberalize the amending process and the other to provide machinery for automatic reapportionment for the legislature if the latter fails to reapportion when supposed to do so.

New Court System Urged for Connecticut

In his message to the 1957 Connecticut legislature on January 9, Governor Abraham A. Ribicoff urged a comprehensive state court system that would supersede the present system of state and local courts. He said that the legislature has a duty to the people of the state "to replace the present hodge-podge of justice-of-the-peace and town, city and police courts with a unified system manned by full-time judges with tenure."

In a preliminary statement in December, prompted by the publication of a report on local courts by the Connecticut Public Expenditure Council, Governor Ribicoff commented that the local courts are linked with the political spoils system and that much of their personnel is untrained and inexperienced. There are some 290 local courts, operating independently of one another and more or less independently of the state courts.

The study by the Public Expenditure Council was made at the request of the court reorganization committee of the Connecticut State Bar Association. The latter is expected to submit a comprehensive bill on court reorganization.

North Carolina Learns a Candidate Had Died

RALEIGH, N. C., Dec. 22 [1956]—State election officials learned this week that the ballot in the November 6 general election contained the name of a Republican candidate who had been dead since June 24.

The late Grover C. Robbins of the mountain resort town of Blowing Rock polled 363,752 votes, nearly three and a half months after his death. He had been nominated by the Republican party for secretary of state.

Thad Eure, the Democratic incumbent, polled 737,266 votes. The margin between Mr. Eure and the late Mr. Robbins was about the same as the margin achieved by other Democratic candidates for state office.

New York Times

California Eases Legislative Restrictions

Final returns of the vote on state constitutional amendments and propositions at the November general election in California show that twelve out of sixteen proposed constitutional amendments were approved; an initiative measure on oil

and gas regulation was defeated; a veterans' bond act submitted by the legislature was approved; and a proposal by the legislature to repeal the inoperative 1920 "alien land law" (initiative) was successful.

Among the constitutional amendments approved are two that relieve the legislature from certain restrictions. One of these relates to the "budget sessions" held in even-numbered years and limited to 30 calendar days. The starting date for these sessions is advanced one month, to the first Monday of February, and a 30-day recess is provided for, after submission of the budget bill. The other amendment removes the previous payroll limit, dating from 1924, of \$300 a day for legislative employees of either house during regular sessions and \$200 a day for both houses at special sessions; it also removes a restriction against any increase in the pay of legislative employees after their appointment.

Other approved amendments include one reducing the maximum term of statutory state bond issues from 75 to 50 years and easing publication requirements for bond referenda; one eliminating certain obsolete provisions regarding judges' salaries and a former supreme court commission; and one empowering the legislature to change and redefine the state boundary in cooperation with adjoining states, subject to approval of Congress. (See also page 91, this issue.)

School Districts Decline 23% in Five Years

At the outset of the 1956-57 school year there were 51,881 school district governments in the United States, according to a preliminary report of the Bureau of the Census. This is 23 per cent below the number for the 1951-52 school year (67,346) and less than half the number in 1942 (108,579). The change results chiefly from consolidation and reorganization of rural districts. In three states—Min-

What's in a Label?

From West Virginia comes another demonstration of the unawareness of voters when obscure minor offices are put on long ballots.

At the primaries of May 8, 1956, in Cabell County, a life-long Democrat, by some mix-up, intentional or otherwise, was listed, unopposed, on the primary ballot as the Republican candidate for county surveyor. After winning the nomination he changed his registration in September to that of his newly won supporters. All these events took place without general public notice and in the November Republican landslide the voters put the long-time Democrat into his little known office as a Republican—a part of the results of the usual, uninformed straight-ticket voting for minor officers.

R.S.C.

nesota, Illinois and New York—the decline in the last five years was over 40 per cent.

In addition to the 51,881 existing school districts, 2,521 public school systems are operated by township, municipal, county or state governments or by joint action of two or more school districts.

American Municipal Congress Has Record Attendance

The 33rd annual American Municipal Congress of the American Municipal Association, held in St. Louis, November 25-28, had a record attendance of nearly 1,400 and presented outstanding speakers and panel discussions. The full proceedings are available from the association's Washington office (1625 H Street, N. W.) for \$3.50. The newly elected president

and vice president are Mayor Ben West of Nashville, Tennessee, and Mayor George Christopher of San Francisco, California, respectively. The 34th Congress is scheduled for San Francisco, December 1-4, 1957.

International Meeting On Administrative Science

The International Institute of Administrative Sciences will hold a round-table June 19-25, 1957, at Opatija, Yugoslavia, the seaside resort once known as Abbazia, near Fiume. The themes for discussion are: "Delegation of Authority and Decentralization of Operations," "Automation in the Public Service" and "Promotion and Compensation of Higher Civil Servants." There will also be program planning meetings of the standing committees of the institute. Members of the institute are welcome. Detailed information may be obtained from Robert J. M. Matteson, secretary of the International Section of the American Society for Public Administration, 6042 Kimbark Avenue, Chicago 37. Members of this section are automatically members of the institute.

IULA Meets in June at The Hague

The International Union of Local Authorities will hold its thirteenth congress at The Hague June 12-18, 1957. The main theme for discussion is "Problems of Expanding Cities, Viewed Generally and in Relation to Rural Areas." A substantial report will be presented to the Congress, based upon information on metropolitan problems from over 25 constituent national leagues of cities. The other subject of discussion is "Traffic."

The twelfth congress in Rome in 1955 attracted about a thousand officials and experts in municipal problems from over 30 countries. Further information about participation from the United States may be obtained from Orin F. Nolting, secretary, U.S. Committee for International Municipal Cooperation, 1313 East 60th Street, Chicago 37.

WOMEN CARRY THE DAY

(Continued from page 70)

of No. 199 at this point but, when the ballots were counted, it had won.

What effect it will have on urban-rural conflicts or our equally important east-west split is hard to say. Farm groups opposed the plan because they claimed it robbed them of their fair share of representation and added to the strength of the urban areas. They felt that control of the legislature by the cities would mean more radical legislation. Yet representatives of both rural and metropolitan areas agreed that the new redistricting would not affect the outcome of specific legislation.

An accurate account of the successful endeavor of the League of Women Voters of Washington in passing its initiative must include more than a summary of the work done. Members never lost sight of the fact they were serving the people of the state as a whole—personal or political considerations never entered into the matter. The spirit of cooperation and dogged determination in the face of terrific odds was the most important factor in this success.

County and Township . . .

*Edited by William N. Cassella, Jr.,
and Victor Jones*

Five-County Study Commission Formed

Survey of Philadelphia Area Problems Launched

WITH the appointment by Governor George M. Leader of Pennsylvania of a Study Commission of the Philadelphia Metropolitan Area, five counties in southeastern Pennsylvania on November 28, 1956, joined the growing number of major urban areas with official or quasi-official commissions surveying metropolitan trends and their impact on metropolitan development. Southeastern Pennsylvania's circumstances, however, are particularly complicated in at least two respects: (1) the political and governmental structures of the area — a Democratic center city (Philadelphia), one Democratic suburban county (Bucks), and three Republican suburban counties (Chester, Delaware and Montgomery), including in the suburban counties two cities and hundreds of boroughs, townships, school districts and active and inactive authorities — tend to make political and governmental relationships even more sensitive and complex than in many metropolitan areas; and (2) by logic and Census definition three counties (Camden, Gloucester and Burlington) of another state, New Jersey, comprise part of the eight-county Philadelphia standard metropolitan area.

Perhaps it is a matter of "the grass looking greener on the other side of the fence," but many observers feel that the suspicion and jealousies which exist among the sections of this area may be more intense than in many other metropolitan areas. In fact, the commission represents the first occasion in the area's history when representatives of five

Pennsylvania counties have assembled under official auspices to review common problems.

Initial appointments to the commission comprise: a former school teacher now a housewife, a labor executive, two bank officers, one college professor, a railroad vice president, three members of the judiciary, two certified public accountants, one career public official and a retired corporation president with a long record of public service. Two members and the permanent chairman of the commission are yet to be appointed.

The commission is instructed to: "make a study of the facts which the commission deems appropriate on any subject related to proper, orderly and efficient growth and development of the five-county metropolitan area and its relationship to the larger metropolitan region."

Although the governor could have appointed the commission under his general executive powers, its stature is enhanced by a memorializing resolution for its creation introduced, and passed, with bipartisan support in the Pennsylvania House of Representatives.

The resolution called for a commission of sixteen, three representatives from each of the five counties, plus the chairman. On invitation, the governor of New Jersey and the mayor of Wilmington, Delaware, have named observers to the body. Similar invitations have been forwarded by Governor Leader to the governor of Delaware and the mayor of Camden, New Jersey.

A proposal for initial support by allocation of budget amounts from the state's Bureau of Community Development seems likely to be approved.

Interested individuals and agencies did not await the official organization of the commission to prepare suggestions as to study subjects and activities for the com-

mission. For example, two civic groups have already officially brought the problems of highways and water resources to the attention of the commission.

The Institute of Local and State Government of the University of Pennsylvania is sponsoring a series of workshops for the commission and other interested individuals and agencies. The first workshop was held on December 4, 1956, and included in its membership such national authorities on metropolitan affairs as Luther Gulick, Thomas Elliot, Raymond Vernon and John Bebout. At least two more all-day sessions are scheduled for the future.

At the first meeting of the commission a document, *A Plan for Servicing the Study Commission of the Philadelphia Metropolitan Area*, was presented for background purposes. It promises to serve as the basis for the commission's first year's program. This blue print of operation was prepared by Dr. James Coke of the Institute of Local and State Government at the suggestion of an informal group of planners and others interested in governmental problems of the area.

Study Areas Not Defined

The broad language of the memorializing resolution gives only the most general direction to the commission's survey responsibilities; but no one has expressed concern as to the ability of the commission to keep occupied. It will doubtless seek the aid and support of the university and civic group resources in the area if it is to function at maximum effectiveness. In fact, representatives of civic agencies, supplemented with certain university personnel, are currently working together to develop a total program of activities in metropolitan affairs for the Philadelphia area.

Vast and significant changes are occurring in the area; for example, nearly 50 square miles were subdivided for resi-

dential development in the four suburban counties in three years. In the five years 1950-1955, the population of the standard metropolitan area increased 13 per cent; but the four Pennsylvania suburban counties increased 27 per cent; the three New Jersey counties, 17 per cent; and the center city, Philadelphia, only 4 per cent.

Furthermore, the characteristics of the population changes vary as between the center city and the suburbs. One study on migration found, as to Philadelphia, a "net migration loss of 90,000 white population and net migration gain of 85,000 non-white population during the census decade 1940-1950, accounting for a net migration loss of 5,000." The study indicated, with supporting statistics, that "the population moving from Philadelphia to the four suburban counties in Pennsylvania has . . . a higher rate of professional and technical workers, higher educational attainments, higher family incomes . . . than the general population."

As to transportation, Philadelphia's Urban Traffic and Transportation Board has estimated that tremendous sums would be needed to provide the area with adequate highways and mass transit.

A recent study of regional park needs reported the area seriously deficient in acreage for active recreation and warned of the inevitable loss of the vacant land suitable for park purposes unless action to acquire sites is promptly taken.

Many observers are concerned about the public health implications of a growing tendency for on-site sewage disposal. In the four Pennsylvania suburban counties 53 per cent of the building lots subdivided in 1955 will have on-site disposal of sewage. Most of these lots are considerably less than one acre in size.

Such separate concerns as water resources, area-wide economic development and civic leadership have also been suggested as appropriate subjects for consideration by the commission.

Despite the multiplicity of problems

in southeastern Pennsylvania, there is a confident feeling that they can, and must, be solved. In fact, many of these problems result not from a static or declining economy but from expanding economic activity and strength in the area.

Furthermore, although there has been a tendency on the part of much of the leadership in the past to resist cooperation on broad questions of public interest, there is a history of quietly negotiated *ad hoc* arrangements between different governmental units to the general benefit of the area. Some of the compacts between the city of Philadelphia and suburban units of government for sewage disposal were originally effected as early as 1903 and have been renegotiated in recent weeks to include treatment facilities as well.

The *Philadelphia Evening Bulletin*, in commenting editorially on the commission, stated:

It is a familiar wisecrack among students of government that, when confronted with a problem, two courses are open: do something or appoint a committee.

Like most wisecracks, that one is not entirely fair. It may be assumed that it will not apply at all in the case of the recent commission named to study Greater Philadelphia from all angles. . . .

No matter what the commission achieves, there is real importance in the linking together of representatives of member units of the area in a cooperative effort; and there is basic importance in the formal recognition of metropolitan Philadelphia as an entity.

The editorial noted Governor Leader's sagacious observation to the commission that "the Philadelphia area is one of the most complex urban-suburban-rural-exurban regions in the nation." With profound simplicity, it commented "the Governor can say that again."

WILLIAM H. WILCOX,
Executive Director

Greater Philadelphia Movement

Dade County Charter Board Recommends Manager Plan

The Metropolitan Charter Board of Dade County (Miami), Florida,¹ has decided to recommend the council-manager form of organization as a basic element in the metropolitan county charter which it is drafting for submission to the voters of the county later this year.

¹ See the REVIEW, October 1956, page 451, and December 1956, page 552.

Several States Adopt County Amendments

At the November 1956 general election a number of constitutional amendments affecting county government were passed on by the electorate in several states. The approval of the amendment permitting Dade County, Florida, to adopt a home rule metropolitan charter was reported in the December REVIEW (page 552). Other Florida amendments approved abolish the office of county solicitor in Dade County, permit appointment instead of election of county superintendents of public instruction in Dade, Duval, Pinellas and Sarasota Counties, and the abolition of the fee basis for compensating county officers in Escambia County.

California voters rejected the proposal which would have permitted creation of boroughs in unincorporated areas of counties operating under home rule charters, but approved the amendment extending to one year the period allowed a board of freeholders to frame a county charter.

The constitutional amendment creating a charter commission for Jefferson Parish was approved in Louisiana. An Oregon amendment authorizes the legislature to prescribe the qualifications of coroners and surveyors.

New Jersey rejected a proposed extension of the term of office of sheriffs from

three to five years. Oklahoma defeated an amendment establishing the county attorney, clerk, treasurer, sheriff, surveyor, assessor, superintendent of schools, three county commissioners, and county court judges as constitutional officers.

70% of New York Now Has Permanent Registration

Seven out of every ten voters in New York State will be covered by permanent personal registration in 1957. The latest county to secure the state's optional system of P. P. R. is Putnam, where the county board of supervisors adopted the measure in December. Putnam is the first county in the state which formerly had a completely non-personal registration system to switch to the new plan.

According to the League of Women Voters of New York State, as reported by Peter Kihss in the *New York Times*, counties which have adopted the plan, with their 1956 registration and voting figures, are these:

County	1956 Registration ^a	1956 Vote
Broome (Binghamton)	94,259	90,986
Chemung (Elmira)	50,440	45,297
Erie (Buffalo)	501,127	463,882
Monroe (Rochester)	302,868	278,656
Nassau	584,030 ^b	543,347
Putnam	25,264	17,834
Schenectady	82,744	80,991
Westchester	400,018	380,277
New York City (5 counties)	3,274,873	3,221,178
Total P. P. R. areas	5,315,623	5,122,448
Total state	7,689,299	7,187,408

^a Some absentee and military registrants missing.

^b Nassau Board of Elections reports 585,033 complete.

The League of Women Voters, Citizens Union of New York City, and numerous other civic groups have long worked for permanent personal registra-

tion. The LWV favors setting a date by which all counties should be required to adopt the system. Additional amendments are being sought by the league and others, including New York City's mayor, which would simplify administration and reduce costs. Their passage by the legislature would clear the way for spreading the system further.

Delaware Creates Board of Post-mortem Examiners

During 1956 Delaware took steps to implement the provisions of a 1955 legislative act creating an ex-officio state board of post-mortem examiners (attorney general, chief justice, president of the State Board of Health, superintendent of state police, state auditor and two physicians recommended by the State Medical Society). The state medical examiner has been appointed and technical facilities are being developed. As provided in the state constitution the coroners continue as elective officers.

PROGRESS FOR NEWARK

(Continued from page 79)

middle-income housing and urban redevelopment which will require substantial stimulus through state legislation.

Under our charter I intend to be the spokesman for the city to present to the proper authorities the needs of the community for adequate expressways and a transit system.

All these matters were neglected under the old commission form of government. They are problems that must be solved through a realization that a municipality, particularly in its industrial areas, is no longer a self-contained unit. There is an interdependence of local, county, state and federal functions. We look forward to mutual advantages.

Has Tax Competition Affected Industry?

Local Rates Comprise Only One of Numerous Influences

ECONOMIC and technological factors have in recent years combined to intensify tax competition between state governments and between local governments. By such means one government attempts through its tax system to attract industry away from another jurisdiction. But, when a local government seeks to increase its revenues by levying new taxes on the business sector, it finds itself threatened by the loss of sizeable parts of its tax base. Firms publicly state it will be to their economic advantage to move rather than to pay a new tax or to pay a higher rate on an existing tax. Particularly dramatic have been locational shifts by long established plants and even entire industries. While many factors are involved in decisions to move, state and local taxes are almost invariably stressed as primary among the causes.

Thus, as every municipal official concerned with finance is aware, there is a dilemma. On the one hand, revenues must be found to finance redevelopment projects, parking facilities and municipal services generally characteristic of American urban centers. On the other hand, municipal taxation is subject to economic limitations. Even though the distinguishing feature of a tax is that it carries with it the exercise of state power to extract the revenues, the municipal official cannot regard it so simply. He is generally reminded that he can levy the tax but that the subject of the tax can move out of his jurisdiction. In the American system, only the federal government is not subject to this limitation.

Since World War II there have been numerous examples of business and industrial moves, or threats to move, induced by variations in local taxes. The transfer of a large part of New England's textile industry to the south was accompanied by talk about tax advantage, along with outright promises of tax concessions in some cases. Large firms in Yonkers, New York, have closed down, moved or threatened to move, in each case citing a disadvantageous local tax burden as important in their decisions. In New York City the nucleus of the nation's financial industry periodically threatens to move to New Jersey when a new tax is proposed or when increased rates on existing financial business taxes are discussed. These examples have been increasing in numbers in recent months.

Nashville's largest taxpayer, the National Life and Accident Insurance Company, has recently announced tentative plans to move its home offices to nearby Williamson County, according to recent press reports. The company reportedly paid more than \$750,000 in local taxes to the Nashville and Davidson County governments in a recent year. A recently adopted Williamson County tax moratorium would, therefore, provide a substantial tax savings. Williamson County Court in April of 1956 provided that assessments on the property of any new business or industry coming to the county would for ten years be limited to a specified total per year. At Williamson County's rate of \$30 per \$1,000 of valuation, the company would pay about \$375,000 a year for ten years; over the ten-year period, the company's saving, according to local sources, would thus exceed \$4 million.

Baltimore officials are also facing trouble in their attempt to remove the city's long standing exemptions for manu-

facturers' machinery and inventories. Manufacturers and business spokesmen have argued that the city will place itself in a disadvantageous position taxwise if it should proceed to remove the exemption and place a property tax on these items. They further stated that they would be forced to halt their own expansion programs, that some of them would move to cities "with a more favorable tax climate," and that the city's urban renewal program would be endangered, not only through a loss of tax revenues but through increased blight in the wake of firms which moved.

State Problems

States, too, have their problems, and these in turn impinge on decisions faced by municipal and local governments. In a large metropolitan area crossing state boundaries, for example, a combined state and municipal tax system may create a considerable burden on some industries, compared with the combined state and municipal system across a nearby boundary. Thus, local officials sometimes have to take account of the totality of state and local systems of taxation, rather than simply the decisions which they themselves make.

In North Carolina a nine-member tax study commission has recently presented Governor Hodges with a set of recommended tax changes designed primarily to make that state's corporation taxes "competitive" with those of other states seeking new industry. The change would result in an estimated net revenue loss of nearly \$9 million a year, the major part of which would be caused by rewriting the formula for determining income taxes to exclude sales made in other states.

In Minnesota the Governor's Tax Study Committee has recently recommended an overhaul of the state's tax structure to provide a "better tax environment." One committee member stated that the program, if adopted,

would "help Minnesota industry compete with companies in other states." Major changes recommended deal with individual and corporate personal property taxes, with increasing highway user taxes and with permitting business to offset losses under the existing corporate tax law on the same basis as permitted by federal tax regulations. Accelerated depreciation on the federal basis would also be permitted.

Experts are by no means in agreement that local taxation has an important effect on business and industrial location. Several years ago one writer stated that "governmental representatives should acquaint themselves with something which business has known for a long time, i.e., state and local tax structures are of relatively small importance in orienting or determining industrial location."¹ He cited a New York study to show that of 249 manufacturing establishments leaving New York City between 1931 and 1935, 140 asserted they left because of racketeering in business and labor, 37 because of high rents, 35 because of high local taxes and the remainder for miscellaneous reasons.

Obviously the local tax structure and local rates comprise only one of the many factors influencing business decisions as to location. Other factors include availability of materials, availability of man power of the required degree of skill and, for many industrial operations, availability of water, electric energy and other natural resources. Also important are factors such as the proximity of market outlets and, in many cases, the location of complementary stages of production in the industry. And in some cases, adequate man power is available only if standard municipal services are also available nearby—streets, schools, police, water and sewer facilities. For some industries and

¹ John E. Garwood, "Taxes and Industrial Location," *National Tax Journal*, December 1952, page 367.

firms, such distant factors as tradition probably also enter into decisions.

It is probably safe to assert that only when all of these and other factors are equal as they apply to a particular industry or firm, does the tax factor become determining. If the firm can secure the advantages of location equally well in two locations, and if its plant is obsolete anyway, it may be induced to move by guaranteed tax concessions. If some important ingredient is missing in an alternative location, the tax concession would have to be large enough to cover the cost of supplying it. Alternatively, if the necessary ingredients of industrial location are more abundant in the proposed new location, then tax concessions are less important in the over-all decision.

Leads to Abuse

Regardless of any such reasoning, however, municipal officials are doubtlessly influenced to a considerable degree by business threats to move to other locations rather than pay new or increased taxes. While there is no question that tax competition is a healthy condition from a number of standpoints, the probability also exists that it leads to considerable abuse and distortion in local tax systems, particularly when local officials are not as well informed on the economic effects of taxation as industry spokesmen.

Two courses of action would be desirable. One would be a comprehensive, up-to-date general study tracing out the multitude of complex factors relating to the effect of local taxation on business location. Secondly, additional study by individual cities on the economic effect of their tax policies would be highly desirable. Then, when concessions became necessary, they would be economically justified; and when threats to move were voiced, their merit would be understood.

As Carl Shoup stated recently, "policy formulation with respect to taxation in New York City has been operating large-

ly in the dark and will continue to do so until the city's officials encourage the development of continuing research. The possible economic effects of increasing the sales tax rate . . . are not merely hypothetical questions of no real meaning."² Where cities are not of sufficient size to afford their own research facilities, such information could be provided through a cooperative agency or possibly through the auspices of enlightened state governments.

What the Investor Looks for in Evaluating Municipal Credit

EDITOR'S NOTE.—The article below is the address of WADE S. SMITH, director of municipal research, Dun & Bradstreet, Inc., before the Municipal Tax and Credit Clinic, a session of the National Conference on Government of the National Municipal League, November 14, 1956, at Memphis, Tennessee.

While this is a non-technical discussion, some prefatory definition is necessary. Three words in the topic call for agreement:

1. *Investor.* This is no little fellow. Municipal bonds come in thousand-dollar pieces and round lots are ten bonds and multiples of ten. Our man probably is not the actual owner-investor anyway—he is an employee or officer of a financial institution, insurance company or large estate. He is knowledgeable, well informed and spends both time and money to get the facts he wants.

2. *Credit.* My company [Dun & Bradstreet] has a widely displayed motto reading "Credit—man's confidence in man." "Reputation" would be a satisfactory synonym.

3. *Municipality.* Used here in the jargon of the municipal bond trade to

² New York State-New York City Fiscal Relations Committee, *A Report to the Governor of the State of New York and the Mayor of the City of New York*, November 1956, page 101.

mean state and local governments of all varieties.

About the same things that make a community a good place to live in, work in, and do business in, also make its bonds attractive to investors. And conversely, about the same things that make citizens dissatisfied and impede business and industry also make a community's bonds less attractive to the investor.

Of all the factors pleasing alike to citizens and investors, the most important easily is good management. Management activities in at least four areas are significant to the discussion here: (1) the defining of objectives and determination of means of realizing them most effectively and economically—in other words, planning; (2) the operation of the machinery of government to attain the planned program—or administration; and (3) checking up on performance to see whether the expected result was obtained and at what cost—or reporting.

Look to Past

Management obviously doesn't exist in a vacuum. Competent management necessitates competent men, equipped with the needed tools. And you don't necessarily have to see the men and the tools at work to see the evidence of their existence, any more than a woman need see a stranger at work in her home to determine whether she is a good housekeeper—a look inside the house will tell.

Reputation, for housekeeping and for anything else, has its roots in the past. Consequently, the investor looks to the credit history of the community. Has it paid its debt punctually in the past? Has it met its current bills in a provident manner, living within its means? Or is there a history of default, of refunding of maturing bonds, of long-term borrowing to meet operating costs or budget deficits? These are all black marks on a record, but can be offset, not eradicated, by remedial action.

The past, of course, is no guarantee of the future, and the investor consequently looks to see how things are going here and now. Is a sound future in the making or are the seeds of trouble being sown?

1. Is the community planning adequately for its needs, both immediate and long-term? Does it have, and use effectively, the tools to do a good planning job—standard zoning and building laws, an effective planning agency integrated with the legislative body and top management, a master plan, a capital budget? Do the several local governments in the community work in harness or are they competitors? Possession of the tools does not insure that a good job will be done, but their absence imposes insuperable obstacles. The alternatives are doing without needed services and facilities, or doing things piecemeal, with the attendant risk of unpleasant surprises for both taxpayers and bondholders.

2. Does the community adhere to sound principles of debt administration? Does the local debt—and this includes that of all the local government units in the community—appear to be within ability to repay? Is debt arranged so that annual debt service charges are manageable or so that recurrent budget crises are probable? Is the term of the debt at least no greater than the probable useful life of the facilities acquired with the bond proceeds?

3. Does the city have a revenue system which provides revenues adequate to meet local requirements? The richest community is no better off than a poor one if laws prevent its local government from realizing on that wealth. Is the system flexible to meet future needs? Is the property tax system soundly administered, with equitable assessment of property by competent appraisers, efficient collection on a tax calendar well geared with flow of cash requirements and adequate and impartially administered enforcement pro-

cedures? Is there a well balanced program of non-property tax revenues? (The average city now receives less than half its governmental revenues from property taxes.)

In this same connection, are there any significant reservations of or limitations on the taxing power? Tax rate limits which include debt service find little favor with investors, who understandably want an unconditional promise to pay. Ear-marking of revenues also is potentially troublesome.

4. Does the community use standard techniques in making and controlling the execution of its budget? The budget is the heart of effective management, whether in industry or government, and a city executive's budget message is sometimes the most revealing piece of information available.

5. Finally, is there a regular periodic checkup on progress? The best evidences are the comprehensive annual administrative report and the comprehensive annual financial report.

If this list has a familiar sound it is not coincidence. Good local government and

good local credit go together. And if you want more details on some of the standards applied by the investor in judging some of these basic factors, look to the standards set forth in publications of the National Municipal League: *Model County and Municipal Bond Law*, *Model Cash Basis and Accrual Budget Laws*, *Model Real Property Tax Collection Law*, *Model City Charter*, and so on. Sound practices in municipal government beget sound municipal credit.

In a short paper like this, necessity requires omission of discussion of some special areas of concern to the investor—economic resources, their extent, stability and trends, notably. But our interest here centers on the governmental side, and the investor applies many of the tests in determining bond quality that a citizen applies in determining whether he has "good" or "bad" local government. If the citizen is satisfied, the chances are good that the holder of his community's bonds is also satisfied; if the citizen dislikes the way his community is run, and fears for the future, the investor probably shares that apprehension.

Letter to the Editor

To the Editor
of the NATIONAL MUNICIPAL REVIEW:

I wish to refer to the proposal of Dr. George Gallup in the December issue of the NATIONAL MUNICIPAL REVIEW, in which he states that all presidential candidates ought to be limited to at least "six major speeches" during a presidential campaign.

Believe it or not, I too have been giving this same question a lot of serious thought for some years past but, of course, I did not know exactly how to go about it. Now maybe we can get it started.

The making of so many speeches is a severe and gruelling task for the candidates themselves and, as for the people, with radio, television and newspapers, all

of us are keeping abreast of all political issues and know the candidates well long before they start campaigning ballahoo.

I differ with Dr. Gallup only in the number of speeches a candidate ought to make. He suggests "six major speeches," but I think the candidates ought to make one in each principal city of the nation—Boston, New York, Philadelphia, Atlanta, New Orleans, Dallas, San Francisco, Portland and Chicago.

Please, let us try to get this over to each national political party before the next presidential campaign gets under way.

J. A. H. SLAWSON, *President*
Louisiana Registrars of Voters
Association

Cleveland Citizens League in 1957

Activities of Group Cited by President

EDITOR'S NOTE.—This article is the address of the president of the Cleveland Citizens League at its 60th anniversary celebration. It is reprinted from the league's bulletin, *Greater Cleveland*, for November-December 1956.

THE Citizens League of Cleveland has an illustrious past. But I believe that if the founders could be here tonight, they would be proud of the present.

Our total membership compares favorably with any time in the past. I hasten to add, however, that it is, as always, far less than it deserves to be.

We have expanded the activities of our candidates committee. It is several times larger than previously. All candidates are now interviewed by committees of league members.

This year there were 74 members of the candidates committee. The time spent by committee members in meetings and by the staff in compiling information about the candidates amounted to more than a thousand man-hours.

In the recent election we distributed 40,000 copies of our *Voters' Guide* and 10,000 copies of our complete bulletin. I believe this is an outstanding service to the citizens of Cuyahoga County. There is also evidence that our recommendations had a substantial effect on the outcome in many of the issues and races.

According to the National Municipal League, Cuyahoga County has the longest ballot in the world. Many people have said to me that they find the Cleveland league's bulletin invaluable at election time. I personally would find the bottom

of the long ballot impossible without the league's recommendations.

The years have made our files more and more valuable. Our data on candidates goes back to the turn of the century. For example, we have in our archives the original candidates information form filed by a young man by the name of Alfred Benesch when he first ran for office in 1907.

Government has made some solid progress in Greater Cleveland in recent years. The board of county commissioners has set up an administrative officer and has moved toward improved budgeting and purchasing. City and county poor relief administrations have been consolidated. The city has improved personnel administration through the establishment of a personnel office with a positive employee relations program. More suburbs have adopted home rule charters making improved administration possible. METRO has been established to take a fresh look at our metropolitan complex.

We have not licked our traffic, our parking and our lakefront problems but have continued to work at them.

The league's popularized version of the K.T.A.M. traffic engineering survey entitled *Of Time and Traffic* was unusually well received. The original run of 10,000 copies was soon exhausted and 4,000 more have been printed.

Progress in a great community like Cleveland is never the accomplishment of one organization or individual. It is a pulling together of everyone—public officials, newspapers, business and labor organizations, television, radio, Kiwanis, Rotary, Lions, Welfare Federation, Chamber of Commerce, Ad Club, Sales Executives Club, Convention Bureau, Safety Council and a host of others.

I believe the Citizens League is pulling its share of the load in its allotted field

of endeavor, which is, in the final analysis, that of a catalyst constantly doing those things necessary to start the process that eventually increases governmental efficiency, makes government more effective and saves tax dollars.

Some of our projects take a long time. We began in the early 30s urging the Ohio House of Representatives to install an electric voting device, pointing out that the time consumed in calling the roll could be reduced from twenty minutes to one minute. It was finally installed last year. The history books show we were advocating the four-year term for governor in 1926, a measure adopted by the voters last year. We've been talking about the metropolitan problem almost as long as we have been in existence. Yes, in our business, one must have the time sense of a geologist.

The cause of better government in Greater Cleveland has been greatly aided in recent years by the Cleveland Bureau of Governmental Research, a citizens research agency established in 1944. Its fact-finding research has made valuable contributions to the more effective functioning of citizen committees, such as the Mayor's Advisory Committee headed by Birkett Williams last year. The bureau has made several management studies at the request of public officials. The Citizens League is indebted to the bureau, its board of trustees, and its current officers, George S. Case, Harry F. Burmester, Howard Whipple Green and E. W. Sloan.

The first and foremost objective set forth in the Citizens League's 1896 constitution was that we would work, "To induce citizens and taxpayers to take a more active and earnest part in municipal affairs."

One of the most noticeable changes in the last 60 years is the greatly increased interest in politics and government. In the old days, the Citizens League's challenge to stimulate interest in voting was almost like a voice crying in the wilder-

ness. Our staff carried on a lonesome vigil at council and county commissioners meetings.

Today, many organizations have get-out-the-vote programs. We have company at city hall and the courthouse. Commerce and industry are recognizing the importance of good citizenship. This is all to the good.

That 1896 constitution of the Citizens League set forth as other objectives:

1. "To devise and advocate plans for governmental improvements.

2. "To promote business-like honest and efficient conduct in municipal affairs."

I believe that if Sam Mather, Harry Garfield, Morris Black, Martin Marks, Newton D. Baker and the other founders and early leaders of the Citizens League could be here at this 60th birthday they would feel we of this generation are preserving their high ideals, we are carrying on their traditions of objectivity and service, and are keeping faith with the past and the future.

ELMORE L. ANDREWS, *President*
Citizens League, Cleveland

Conduct Community Achievement Contest

A Community Achievement Contest, sponsored jointly by the General Federation of Women's Clubs and the Sears-Roebuck Foundation, will offer awards totalling over \$60,000 to local women's clubs selected as winners. The contest is open to any woman's club in the United States "holding per capita dues-paying membership in the General Federation." It opened September 1, 1956, and will close March 1, 1958. Two or more clubs may enter the contest jointly and may secure the cooperation of the various public service organizations in the community. The community improvement project may relate to a neighborhood, a city, a town; it may be county-wide or cover any natural population area regardless of

municipal boundary lines. It may be a new project or the continuation of a project previously started by the club. Additional information may be secured from the General Federation of Women's Clubs, 1734 N Street, N. W., Washington 6, D. C.

Discuss Annual vs. Biennial Legislative Sessions

At a recent weekly luncheon and forum session, the Chicago City Club heard four speakers discuss the pros and cons of annual vs. biennial sessions for the state legislature: Judge Thaddeus V. Adesko, judge of the Superior Court and former state senator; State Representative Noble W. Lee; State Senator Robert E. Cherry; and Dr. John A. Lapp, chairman of the City Club's Government Committee. Professor Jerome Kerwin, of the University of Chicago, provided a historic background against which the arguments were presented.

Professor Kerwin pointed to the present trend toward annual sessions, stating that a dozen or more have been added to the list in recent years. Judge Adesko commented that his experience as a state senator had convinced him the legislature could greatly expedite its work by having annual sessions. Representative Lee conceded that while it is impossible to forecast costs for two years, he would rather force an official to come back for a deficiency appropriation than over-appropriate year after year. Senator Cherry said he favors annual sessions because of the increasing volume and complexity of legislation introduced in each session. Dr. Lapp was opposed to an amendment to provide annual sessions on the grounds that: (1) there are other amendments more urgently needed and (2) the reforms sought can, for the most part, be obtained without constitutional amendment. The General Assembly, he commented, should, as other states do, get down to business earlier.

Pima County Assessor Aided by Citizens' Committee

Pima County (Tucson), Arizona, has established a citizens' committee whose work is to aid the assessor in valuing business lots. It is appointed at five-year intervals.

Main accomplishments claimed for the committee have been: (1) To add data and information concerning property sales; (2) to give information on appraisals; (3) to evaluate the stability of value; (4) to give each street, area or block comparative values, in percentages of the highest priced street or block.

The committee is composed of men qualified by occupation and interest to speak with authority about this kind of property. They are selected by organizations interested in fair taxes and able to choose competent persons. The group organizes itself to give each member work suited to his interests and abilities. Meetings are usually held once a week.

Officials of the county claim many advantages in having a citizens' committee. Members are qualified and in good position to explain assessments and procedures to friends and organizations. The members, the selecting organizations and the friends of both feel that those who are affected by the new assessments have been represented and given a voice in the process.

It is also felt that the committee's work leads to better assessing. If an organized attempt is made to nullify any part of the assessment, the most influential men in the community will usually come to the assessor's aid. In short, the committee is one of the best means of creating good public relations for the assessor's office.

Polls on Manager Plan

The *Courier-Post* of Hannibal, Missouri, has conducted a straw vote among its readers to determine the voter's preference as to the city's form of govern-

Work for County Charter

The executive committee of the Citizens Association of Kansas City, Missouri, has authorized its charter committee to cooperate with the Chamber of Commerce and other local groups to secure the required number of signatures to a petition calling for appointment of a commission to draft a charter for the government of Jackson County.

ment. The poll was conducted for the Citizens' Group for Good Government. Results were as follows: for council-manager plan with election of council at large, 258; for council-manager plan with election of council members one from each ward and three at large, 152; for the present mayor-aldermanic form, 130. This gives an overwhelming vote of 410 to 130 in favor of manager government.

The Rotary Club in Alton, Illinois, where adoption of the council-manager plan will be on the ballot February 19, took a poll of its members, who favored the plan 57 to 10.

New Format

The Municipal League of Seattle and King County reports that its bulletin, *Municipal News*, will have a new dress for 1957. There will be eight pages instead of four, "with livelier makeup and many more pictures." The new publication will be issued semi-monthly. The present format has been used, with minor changes, since 1911.

Supports Charter

One of the reasons for the defeat of weakening charter amendments in Hartford, Connecticut, at the November election,¹ was the untiring efforts of the

Hartford Charter Committee which carried on a strong campaign to defeat the proposals. The group has recently been reorganized with permanent headquarters.

Charter Workshop

The League of Women Voters of St. Louis is conducting a series of workshops to review the provisions that have been adopted by the city's charter board of freeholders.

Wright Is Dinner Speaker

The world famous architect, Frank Lloyd Wright, spoke November 27 at the fifth annual dinner meeting of the Citizens League of Minneapolis and Hennepin County. His subject was "The City of Tomorrow." Seven hundred persons were at the dinner preceding the meeting attended by an audience of some 2,700.

Change of Name

The Citizens' Civil Service Association of Illinois has changed its name to the Citizens Public Personnel Association. The organization has been working for 75 years in its field and "is proud of the part it has played in the modernization of governmental personnel-management programs."

Educational TV

A new booklet, *Educational Television for Your Community*, just published by three national organizations concerned with the development of educational TV, cites steps involved in establishing and operating an educational television station. It details costs of establishing a station, offers case studies of present stations and indicates staff needs for ETV units.

The brochure was published jointly by the Educational Television and Radio Center, Ann Arbor, Michigan; the Joint Council on Educational Television, Washington, D. C.; and the National Association of Educational Broadcasters, Champaign-Urbana, Illinois.

¹ See the REVIEW, December 1956, page 547.

Researcher's Digest Edited by Thor Swanson

Metropolitan Areas Analyzed

University Bureaus Study Three Urban Complexes

THE large output of metropolitan area studies continues apace with the recent publication by three university bureaus of their research on present and projected organization for governmental services in the Austin (Texas), Greensboro (North Carolina) and Seattle (Washington) areas.

Government in Metropolitan Austin, by John Gillespie, (Institute of Public Affairs, University of Texas, Austin, 1956, 82 pages) originally written as a doctoral dissertation, presents a picture of a metropolitan area (1950 population 160,000) which some students would consider almost idyllic. Providing services within the county is the job of but 36 units of local government, which include five municipal corporations and six special districts. Apart from the fact that the metropolitan area is relatively small, the author attributes the relatively happy situation there to two factors:

(1) Texas laws giving home rule cities wide power to annex unincorporated areas; and (2) "possible areas which might incorporate as separate areas are controlled through contracts the city has with water districts in these areas. The communities are dependent upon Austin for water, and it would not be feasible for them to incorporate for that would terminate Austin's obligation to furnish water."

For the service problems and financial inequities existing, Mr. Gillespie pleads for greater city-county cooperation in finance and administration of services, including health, recreation and planning.

But, as the summary reads, "In spite

of the many ways in which [the metropolitan area] might be improved, its general classification is 'good'."

Greensboro Suburban Analysis, by George H. Esser, Jr., (Institute of Government, University of North Carolina, Chapel Hill, 1956, 197 pages) was developed in response to the Greensboro city council's request to the institute to study its "growing pains." This work is notable for its detailed analysis of the costs of adding municipal services.

While Greensboro, like Austin, is in the comparatively early stages of metropolitanism, 35,000 of the 125,000 people in the greater urban area live outside the central city. The universal urban problems of sewage, water, streets and zoning are discussed in the early sections. Next, a set of "tough" questions is asked: "What is the city's role in the development of metropolitan Greensboro?" "What municipal services are needed?" "Where?" "And when?" "Can city policies control or reduce municipal service costs?" "Who pays for what?" "And Why?" "What would be the actual dollars-and-cents cost of providing city services to the surrounding suburban area?" "What suburban areas, now and in the future, require the high standard of service provided by the city?" "What steps should be taken by local governments throughout the Greensboro metropolitan area to insure sound economic development and adequate governmental services?" Answers to these questions are then offered, formulae being included for determining dollar costs of city services.

The Institute of Government proposed a four-point plan for meeting governmental needs of the Greensboro metropolitan area:

(1) The city boundary should be a service boundary, and the city's boundary should be moved forward as municipal

services are extended. Existing annexation procedures would have to be changed to allow for a metropolitan annexation board which could make annexation decisions under statutory guidance.

(2) County septic tank regulations for non-city areas must be substantially strengthened.

(3) Land use planning and control in the unincorporated suburban area should be a county function.

(4) Greensboro should adopt a municipal service policy, which would involve the adoption of a capital budget. On the basis of the budget, the city would inform the public where it proposed to extend public facilities during the forthcoming five-year period.

Seattle Area

The most complex of the three metropolitan area problems is in Washington's Puget Sound region. The city of Seattle, with a population of more than a half million, is but one of the 189 governmental units in King County, which county has the distinction of having the second highest number of local governments in the country.

Government in the Metropolitan Seattle Area, by Ruth Ittner in collaboration with Donald H. Webster, Ernest H. Campbell, Warren A. Bishop and Joshua H. Vogel, (Bureau of Governmental Research and Services, University of Washington, Seattle, October 1956, 153 pages) represents a major effort in bringing to one place important information regarding, for example, 54 water districts, 35 fire protection districts, 20 sewer districts, what services they provide and how they go about them. The functional services in the metropolitan area are identified and analyzed as are the governments which provide them.

Among the bureau's recommendations for the most satisfactory and acceptable form of government for the Seattle metropolitan area were the following:

"(1) A representative metropolitan

government should be created which is capable of meeting the functional needs of the metropolitan area.

"(2) Metropolitan government should be able to function in substantially all of the metropolitan area, which should include the core city, with its adjacent interdependent communities and contiguous unincorporated suburban areas, and the entire natural drainage area, even though this metropolitan area embraces more than one county.

"(3) Metropolitan government should be able to perform one or more of the metropolitan functions and later to assume the performance of additional metropolitan functions upon proper authorization of either the governments to be served or upon approval of the voters.

"(4) The metropolitan municipal corporation should be a government whose powers are limited to the performance of only metropolitan functions.

"(5) All other functions of local government should continue to be performed by the county, cities, towns and special districts within the metropolitan area. However, special districts, cities, towns or counties should have the power to contract with the metropolitan corporation to perform for them at cost functions that the metropolitan corporation is authorized to perform on the metropolitan level.

"(6) The metropolitan government should have the power to initiate reorganization and consolidation proceedings of sewer, water and fire protection districts, and other special districts within the metropolitan area. It should also have the power to approve the proposed formation of, or annexations to, cities, towns, water, sewer and fire protection districts. In addition, the formation of other junior taxing districts should be approved by the metropolitan government.

"(7) The metropolitan government should have the power of eminent domain and necessary police powers to enable it to carry out its functions.

"(8) The legislative body of metropolitan government should be selected on a basis which will take into account population and the established units of government.

"(9) Metropolitan government should have the following fiscal powers:

"(a) The power to require counties, cities, districts or other municipal corporations included within the metropolitan area to pay their equitable share of the cost of maintaining metropolitan government and of performing any of its metropolitan functions,

"(b) The power to issue revenue bonds and to collect charges for services rendered,

"(c) The power to submit for voter approval the issuance of general obligation bonds,

"(d) The power to create local improvement districts and levy assessments for the special benefits conferred,

"(e) The power to submit special tax levies for voter approval."

Large Turnover In Kansas Legislature

EDITOR'S NOTE: The article from which the following is excerpted was written by MARCENE GRIMES, senior analyst at the Governmental Research Center, University of Kansas, and was originally published in the Center's bulletin, *Your Government*, December 15, 1956. The author obtained data on legislative retirements for the period 1901-1947 from an unpublished doctoral dissertation by Bernard L. Barnard, American University, 1949.

When the Kansas legislature convenes on January 8, 1957, there will be 29 new faces in the Senate, out of a total of 40, and at least 66 new faces in the House of Representatives, out of a total of 125.

The 72.5 per cent turnover in the Senate this year may seem unusually high but actually it is lower than the average rate of turnover in the Senate since the turn of the century — 77.32 per cent.

Turnover in the Senate has fluctuated from a low of 62.5 per cent at the end of the 1945-49 term to a high of 92.5 per cent at the end of the 1929-33 term.

The 52.8 per cent turnover in the House this year is also lower than the average rate since 1901 — 54.85 per cent. Turnover in the House since 1901 has fluctuated from a low of 33.6 per cent at the end of the 1943-45 term to a high of 79.2 per cent at the end of the 1903-05 term.

Why do so many legislators retire at the end of their first terms and why is the rate of turnover higher in the Senate than in the House? A partial explanation of the latter rests in the custom of rotating candidates in the 27 senatorial districts composed of more than one county. By a political understanding, many of the senators in these districts customarily retire at the end of their first terms so that a candidate of the same party from another county in the district may run for the next term, and so forth.

Another group of legislators retires involuntarily because of defeat at the primary or general elections. By far the largest category of retiring legislators, however, retire voluntarily. The reasons for voluntary retirement vary with the individual legislators but common reasons include such factors as insufficient compensation, reluctance or inability to give the necessary time required for legislative service, and perhaps disillusionment with the legislative process. In addition, some representatives retire from the House in order to run for the Senate and, as noted, some senators retire either temporarily or permanently because of a political agreement to rotate seats among the counties in the district.

Of the 29 senators retiring this year, four were defeated in the primary, four were defeated in the general election, and the remaining 21 are retiring voluntarily. This means only eleven incumbent senators will return to the Senate in January.

Of the 66 retiring representatives, eight were defeated in the primary, six were defeated in the general election, and the remaining 52 are retiring voluntarily.

Review of Legislative Process Brings Proposals for Change

The Committee on Legislative Processes of the Nebraska Legislative Council has recently released its *Report* (December 1956, Lincoln, 17 pages) on procedures in that state's unicameral legislature. It contains recommendations for improvement of the process, which include the following:

(1) A sifting committee should begin on the 21st legislative day to present to the presiding officer each day the order in which bills would be taken up on general file. This committee should have the power to take a bill away from a committee if said committee has not acted on it after a certain number of days.

(2) Within ten legislative days of the end of the period for the introduction of bills, every committee should set hearing dates within 60 days for bills referred to them. All bills not set for hearing should be referred to the legislature for re-referral.

(3) The legislature should early in the session consider the budget *in toto* on general file, so that "the budget can be given a thorough airing on the floor."

(4) Department bills should be introduced by committees and not by individual legislators, in order to reduce the number of bills introduced.

(5) Copies of all bills should be sent to the clerk of the legislature immediately after drafting.

(6) Several recording machines should be made available for recording the debate on general file and, as necessary, testimony in committees.

(7) Resolutions calling for legislative council studies should be first referred to the executive board of the Legislative

Council for its recommendation before legislative action.

(8) Committee reorganization should include reduction in the size of most committees. Except for budget, no committee would have more than seven members.

Guide to Administrative Information Published

Modern research and administration would soon break down without the indexes, guides, bibliographies and digests available to purposefully direct the user in the avalanche of the printed word. Paul Wasserman has contributed to the list of these aids for administrators and those who study and teach administration in *Information for Administrators, A Guide to Publications and Services in Business and Government* (Cornell University Press, 1956, Ithaca, 389 pages).

This volume includes an annotated bibliography, but it is more than that; the author is concerned with presenting a general picture of the areas where research is done and from where information on administration may be obtained.

Covering the basic institutional and bibliographical references in both business and public administration, few seekers of information would find equally useful all sections of the volume. Yet the general student of state and local administration may find much direction in locating materials on contemporary administrative performance in his area by following the leads this primarily descriptive volume provides. Several chapter titles give clues to the book's substance: sources of legislative and regulatory data, periodicals and the keys to their use, sources of statistical data, business and governmental research organizations, sources of information on local areas, government as a source of information, and basic publications on public administration. One of the appendices conveniently lists the bureaus of governmental research connected with American colleges and universities.

Council for Atomic Age Studies Created

Columbia University has announced the creation of a Council for Atomic Age Studies through which the university's resources are being mobilized for an attack on the problems of the atomic era.

The objective of the council is to make the university a center for the study of problems facing society as a result of the development of atomic energy, problems which in many instances overlap a number of fields of activity and different branches of learning.

I. I. Rabi, professor of physics and Nobel Prize winner, and Philip C. Jessup, professor of international law and diplomacy and former U. S. ambassador-at-large, have been designated co-chairmen of the council. John M. Kernochan, professor of law and director of the university's Legislative Drafting Research Fund, will serve as its executive director.

The council, it was explained, will stimulate, organize and supervise studies, drawing on the competence of many disciplines and activities of the university to examine some of the effects of the development of atomic energy on such diverse areas as industry, law, economics, international relations, agriculture, health, the domestic economy, city planning and community life.

With Tax and Research Agencies

The ninth edition of *Facts and Figures on Government Finance* (New York, Tax Foundation, 240 pages, \$2.00) has recently been published. The Tax Foundation announces that its monthly magazine, *Tax Outlook*, has been discontinued and *Tax Review* will continue in a new format.

Illinois Tax Facts, published by the Taxpayers' Federation of Illinois, has run a series of nine articles on property tax procedures in Illinois, including studies on

assessment practice, equalization within a county, individual complaints before the Board of Review, local government levies and tax extensions.

The Washington State Research Council is issuing a series of "pocket reports" on the state's fiscal problems. Written by John F. Sly, the three publications released to date include *Tax Developments in Washington State — How We Got This Way*; *Our Business and Occupation Tax — Its Structure, Yield and Impact*; and *Our Sales and Excise Taxes*.

The Syracuse (New York) Governmental Research Bureau, in its December 4, 1956, *For the Record*, discusses the effect of the virtual elimination of bonded debt in Syracuse upon the ability of the city to meet costs of new capital projects.

Oregon Tax Research reports in *Your Taxes* for November 1956 that salaries of county officers in Oregon have risen 29 per cent since 1953, when the legislature gave the county board of commissioners power to fix the pay of the county judge, commissioners, sheriff, assessor, treasurer, clerk and school superintendent.

Strictly Personal

Carl H. Chatters, comptroller of the city of Chicago, has been made an honorary life member of the Michigan Municipal League.

Samuel K. Gove, research assistant professor at the Institute of Government and Public Affairs, University of Illinois, and the National Municipal League staff fellow in 1955-1956, has been appointed administrative assistant to the newly inaugurated Illinois state auditor.

Henry W. Connor, director of the Bureau of Municipal Research, Newark, New Jersey, has in addition become executive director of the Greater Newark Development Council. The latter will emphasize expanded research programs in planning and redevelopment in the Newark metropolitan area.

Books in Review

Suggested Legislation

SUGGESTED STATE LEGISLATION FOR 1957. Chicago, Council of State Governments, 1956. 207 pp. \$1.50.

In this report by the Committee of State Officials on Suggested State Legislation are model laws and suggestions dealing with current matters which may be considered this year by state legislatures. The report, prepared by committee members representing 31 states, has three sections: one contains proposals in the form of draft legislation; the second is made up of statements dealing with matters of interest to the states generally; and the third is directed to new acts developed by the National Conference of Commissioners on Uniform State Laws.

The 31 proposals accompanied by draft legislation range all the way from interstate compacts on juveniles and mental health to radar speed traps as evidence. Obviously some of the measures have broader application than others, but all have resulted from requests of state officials. One of the more complex and important items relates to metropolitan areas where there is an absence of general governmental jurisdictions of metropolitan scope. This proposed legislation is tied to the recent study¹ on metropolitan problems presented at the 1956 Governors' Conference and would set up a state agency for local affairs including metropolitan problems.

The functions of this office would be to study problems in the nine areas listed below and to submit its findings and recommendations to the governor and the legislature:

(1) Legal changes necessary for the establishment of adequate metropolitan and local levels of government,

(2) The various methods of adopting

forms of government for metropolitan areas,

(3) Voting procedures to be employed if local determination is used as the method of adoption,

(4) The need for adjustments in area, organization, functions and finance of reorganized governments,

(5) Interstate areas that include a part of the territory of this state,

(6) State advisory and technical services and administrative supervision to governments in local areas,

(7) The effects upon local areas of present and proposed national, state and local government programs, including but not limited to grants in aid,

(8) The means of facilitating greater coordination of existing and contemplated policies of the national, state and local governments and of private associations and individuals that affect local areas,

(9) The legal changes necessary for the establishment of metropolitan target zone authorities adequate for civil defense purposes and of the measures required for the organization and operation of such authorities.

A related measure on interlocal cooperation would authorize local governments to exercise powers they already possess but in concert with one or more other communities. This suggested act provides some degree of state control by specifying the basic contents of such agreements and by requiring review by the attorney general before an agreement goes into effect.

The executive reorganization act would permit a governor to initiate proposals for reorganizing the executive branch of state government and provides that they shall take effect unless the legislature disapproves them within a stipulated period of time. Federal reorganization gave this authority to the president and it was the means for effecting many of

¹ *The States and the Metropolitan Problem*, Council of State Governments, Chicago 37, 1956.

the recommendations of the Hoover Commission. New Hampshire and Pennsylvania have used this device and the 1955 law of the latter state was the pattern for portions of the model law.

There is suggested legislation on the regulation of comic books, but the committee indicates its conviction that, "private, self-censorship by the publishing industry should be the first step in cleaning up objectionable reading matter for minors."

In the second section the proposals are without accompanying draft legislation but they provide a wealth of information in capsule form for state officials and other interested individuals. Illustrative topics are: State Water Resource Programs, State Departments of Finance and Administration, Taxation of Heavy Interstate Motor Vehicles, State Planning Services and Codes of Ethics. States concerned with ethics for public officials will be interested in the presentation of pertinent parts of chapters 695 through 698, New York Laws of 1954.

Through cooperation with the National Conference of Commissioners on Uniform State Laws, the report includes a proposed uniform gifts to minors act and amendments to uniform arbitration act.

It is impossible to measure the effectiveness of *Suggested State Legislation* in terms of laws enacted, ideas planted and information made available. To this observer it seems that the annual reports have continuing and cumulative value. Not to be overlooked is the emphasis placed on state and local governmental problems which are nation-wide in their application. The reports make available to all states some of the legislative plans for meeting the problems, thus permitting avoidance of state-by-state repetition of costly mistakes. Endeavors of this type represented by *Suggested State Legislation* appear to be gaining in usage and acceptance.

T.R.W.

Campaign Contributions

BIG MONEY IN LITTLE SUMS. By John Van Doren. Chapel Hill, University of North Carolina, Institute for Research in Social Science, 1956. xii, 82 pp. \$1.00.

It being desirable that national political campaigns should be supported by great numbers of small contributors rather than by a small number making big contributions with the possible implication of self-interest, Adlai Stevenson, in the 1952 presidential campaign, accepted the help of Beardsley Ruml to effectuate the latter's suggestion of trying to raise great numbers of \$5 contributions with the aid of party workers and volunteers. It was hoped to raise a million dollars this way but, as this study of the effort discloses, only about \$200,000 reached the national committee.

The effort was successful in spots, but it was begun too late for adequate organization in the field and could only be described as highly disappointing. This investigation into the episode was handicapped by a general absence of records and information of the way party funds were handled. It does not necessarily prejudice further, less hasty attempts, developed time after time by both parties, until the public gets used to the idea as a reasonable demand upon their partisanship.

R.S.C.

Organizations

NON-PROFIT CORPORATIONS AND ASSOCIATIONS. Organization, Management and Dissolution. By Howard L. Oleck. Englewood Cliffs, N. J., Prentice-Hall, Inc., 1956. xvi, 460 pp. \$10.00.

Corporation law as applied to profit-seeking corporations has an immense literature, but this may well be the best reference for many years to come for questions that arise in non-profit organizations. It is encyclopedic in its coverage and in its references to other authorities on any question where such a corporation may find itself uncertain in legal matters.

Additional Books and Pamphlets

Adult Education

LIBERAL ADULT EDUCATION. White Plains, New York, The Fund for Adult Education, 1956. 78 pp.

Assessment

PREPARATION FOR REVALUATION. A Guide for County Officials Concerned with Planning and Financing Revaluations of Real Property for Tax Purposes. By Henry W. Lewis. Chapel Hill, University of North Carolina, Institute of Government, 1956. 110 pp.

Budgeting

BUDGETING WITH SPECIAL REFERENCE TO CAPITAL BUDGETING. Chicago 37, Municipal Finance Officers Association of the United States and Canada, December 1, 1956. 4 pp. 50 cents.

Handbooks

HANDBOOK FOR ALASKA LEGISLATORS. Juneau, Alaska Legislative Council, 1956. 37 pp. 50 cents.

Housing

AN ANALYSIS OF SELECTED HOUSING ORDINANCES. Nashville, Tennessee State Planning Commission, 1956. 40 pp. \$1.00.

Intergovernmental Relations

INTERGOVERNMENTAL RELATIONS IN THE UNITED STATES. A Selected Bibliography. Prepared by Legislative Reference Service, Library of Congress, at the Request of the Intergovernmental Relations Subcommittee of the Committee on Government Operations. Washington 25, D. C., United States Government Printing Office, 1956. viii, 119 pp.

STAFF REPORT ON REPLIES FROM FEDERAL AGENCIES TO QUESTIONNAIRE ON INTERGOVERNMENTAL RELATIONS. By Intergovernmental Relations Subcommittee of the Committee on Government Operations. Washington 25, D. C., United States Government Printing Office, 1956. xiii, 776 pp.

Metropolitan Areas

DALLAS. Multiple Governmental Units in the Metropolitan Complex. Dallas, Texas, Business Executives' Research Committee, 1956. 47 pp. \$1.00. (Apply Professor Walter E. Boles, Jr., Business Executives' Research Committee, Southern Methodist University, Box 112, Dallas 5.)

POPULATION KANSAS CITY METROPOLITAN AREA. Kansas City, Missouri, City Plan Commission, 1955. 48 pp. \$3.50.

Municipal Government

IDEAS FOR A BETTER CITY. By Cecil Morgan. Knoxville, University of Tennessee, Division of University Extension, Municipal Technical Advisory Service, in cooperation with the Tennessee Municipal League, 1956. 43 pp.

Notary Public

NOTARY PUBLIC GUIDEBOOK. (Revised Edition.) By Royal Shannonhouse and Willis Clifton Bumgarner. Chapel Hill, University of North Carolina, Institute of Government, 1956. xii, 96 pp.

Parking

A SURVEY OF MUNICIPAL OFF-STREET PARKING. With Emphasis Upon California Laws and Practices. Los Angeles, City Administrative Officer, 1955. 98 pp.

Shopping Centers

AN ANALYSIS OF THE CROSS-COUNTY SHOPPING CENTER AND ITS IMPACT ON ESTABLISHED SHOPPING AREAS. White Plains, N. Y., Westchester County Department of Planning, 1956. 15 pp.

ROCK AND ROLL IN RETAILING. By Robert H. Armstrong. Washington 6, D.C., Urban Land Institute, *Urban Land*, October 1956. 4 pp. \$1.00.

Social Characteristics

SOCIAL CHARACTERISTICS OF URBAN AND RURAL COMMUNITIES, 1950. Offers a Complete, Up-to-date, Statistical Comparison of the Different Sizes, Types and Locations of American Communities.

By Otis Dudley Duncan and Albert J. Reiss, Jr. New York, John Wiley & Sons, 1956. xviii, 421 pp. \$6.50.

State Government

BIBLIOGRAPHY ON TEXAS GOVERNMENT. 1956 Supplement. Austin, University of Texas, Institute of Public Affairs, 1956. 55 pp. 75 cents.

MASSACHUSETTS STATE GOVERNMENT. A Citizen's Handbook. By the League of Women Voters of Massachusetts. Cambridge, Massachusetts, Harvard University Press, 1956. xv, 399 pp. \$6.00.

State Insurance

INSURANCE PURCHASED BY THE STATE. St. Paul, Minnesota Legislative Research Committee, 1956. 74 pp.

Supervision

SUCCESSFUL SUPERVISION. A Guide for Training Supervisors. By John D. Gerletti and Frank E. Black. Dubuque, Iowa, Wm. C. Brown Company, 1956. 71 pp. \$2.00.

Surveys

AN ECONOMIC BASE SURVEY OF THE SHENANGO VALLEY AREA AND MERCER COUNTY. Sharon, Pennsylvania Economy League, 1956. 55 pp. \$2.00.

Taxation and Finance

FINANCIAL STATISTICS OF NEW JERSEY LOCAL GOVERNMENT. Municipalities, School Districts, Counties. Trenton 8, New Jersey Taxpayers Association, 1956. 56 pp.

INVESTMENT OF IDLE STATE FUNDS. Baton Rouge, Public Affairs Research Council of Louisiana, 1956. 39 pp. 25 cents.

OKLAHOMA SALES TAX AND USE TAX. Statistical Report for Fiscal Year Ending June 30, 1956. Oklahoma City, Oklahoma Tax Commission, 1956. 35 pp. Tables.

REVENUES FOR ALABAMA'S CITIES. By Asa N. Green and Robert T. Daland. University, University of Alabama, Bu-

reau of Public Administration, 1956. xi, 85 pp.

Traffic Safety

BACK THE ATTACK ON TRAFFIC ACCIDENTS. Chicago 11, National Safety Council, *Public Safety* (special issue), 1956. 41 pp.

MOTOR VEHICLE SAFETY RESPONSIBILITY LAWS. A Comparison of Kansas' Present Financial Responsibility Law, the Uniform Safety Responsibility Act and Variations Thereof Among the States, Together With Other Less Common Laws. Topeka, Kansas Legislative Council, Research Department, 1956. 24 pp.

Transportation

PLAN AND PROGRAM 1955. Conclusions and Recommendations of the Board. Report of Staff to the Board. Philadelphia 7, Urban Traffic and Transportation Board, 1956. xx, 123 pp. Map, illus.

Units of Government

NINTH ANNUAL SURVEY OF GOVERNMENTAL UNITS IN HARRIS COUNTY (1955 Fiscal Year). Houston, Texas, Tax Research Association of Houston and Harris County, 1956. 114 pp.

Urban Redevelopment

THE ALLEGHENY CONFERENCE ON COMMUNITY DEVELOPMENT PRESENTS PITTSBURGH AND ALLEGHENY COUNTY — AN ERA OF PROGRESS AND ACCOMPLISHMENT. Pittsburgh, Allegheny Conference on Community Development, 1956. 36 pp. Illus.

WORKABLE PROGRAM FOR URBAN RE-NEWAL, KANSAS CITY, MISSOURI. Determination and Recertification. Kansas City, City Plan Commission, 1956. 36 pp.

Water

WATER POLICY FOR THE GARDEN STATE. Recommended Principles. Trenton, New Jersey Taxpayers Association, 1956. 8 pp.



Carl H. Pforzheimer, Jr., receiving the National Municipal League's Distinguished Citizen Award on behalf of his father, civic leader and League treasurer.

NML Council Honors Carl H. Pforzheimer

The League's "Distinguished Citizen" award was presented to Carl H. Pforzheimer at a meeting of the Council December 12 held in the Osborn Room of the Carl H. Pforzheimer Building.

President Cecil Morgan, in making the award, pointed out that it was in recognition not only of Mr. Pforzheimer's 35 years of devoted service as League treasurer but especially for his civic leadership in improving the government and conditions in his own community and county.

Mr. Morgan reminded the Council that Mr. Pforzheimer had headed the commission which drafted a modern charter for Westchester County, New York, had served as chairman of the

county planning commission, and had long been providing leadership for improved education, health and welfare in addition to being world famous as a collector of rare books and manuscripts.

The certificate was received by Carl H. Pforzheimer, Jr., on behalf of his father who was unexpectedly called away from the city.

Emmerich to U. N.

Herbert Emmerich, member of the League's Council and former director of Public Administration Clearing House, has been appointed consultant on administration for the United Nations.

All-America Cities

(Continued from page 62)

Other award presentations were:

Altus, Oklahoma, January 14, by James E. Webb, NML regional vice president, of Oklahoma City.

Brattleboro, Vermont, January 16, by James M. Osborn, Council member, of New Haven, Connecticut.

Elgin, Illinois, January 17, by Richard S. Childs, chairman of the League's executive committee.

Laurinburg, North Carolina, January 18, by Charles E. Commander, Jr., regional vice president, of Jacksonville, Florida.

Oakland, California, January 24, by Cecil Morgan, League president, of New York.

St. Louis, Missouri, January 10, by James A. Singer, Council member, of St. Louis.

Springfield, Missouri, January 12, by John B. Gage, regional vice president, of Kansas City.

Tacoma, Washington, January 15, by Myron C. Law, Council member, of Seattle.

Zanesville, Ohio, January 17, by E. D. Dodd, Council member, of Toledo.

League Office Mecca For Visitors from Afar

League headquarters in the Carl H. Pforzheimer Building continues to bring a steady flow of visitors from foreign countries and many parts of the United States.

Visitors from abroad sought a wide variety of information, from ideas for the improvement of local government in Indonesia to establishment of a municipal reference library in The Philippines



Sien Liang Li



Kimichi Tsukamoto

and an explanation of why Americans form so many civic organizations.

Those who came in recent weeks to confer with staff or use the Murray Seasongood Library included:

Sien Liang Li, former commissioner of Shantung Province and former mayor of Tsingtao, China; Sjamsuddin Sutan Makmur, municipal council, Bukittinggi, Central Sumatra, Indonesia; Suleiman Dahlan, secretary, Bekasi Regency Council, Djakarta, Indonesia; Israel Reinuss, assistant governor, Central District, Israel; Kimichi Tsukamoto, member of prefectural assembly, Nagoya, Japan;

Also R. D. Cooper, alderman and former mayor, Solihull, England; Rudolfo A. Salaveria, assistant to the mayor, Manila, The Philippines; Miss Premchit Charoon and Sribhong Saravasi, both of Bangkok, Thailand;

Also A. M. Hillhouse, Cornell University; Vera H. Knox and Gerald N.

Hardy, Tax Foundation; Henry J. Connor, Newark (New Jersey) Bureau of Governmental Research; Robert McClain, Massachusetts Department of Corporations and Taxation; John F. McNulty, Boston Department of Public Welfare;

Also John P. Reynolds, Wisconsin Taxpayers Alliance; Norris Nash, president, Oakland (California) Chamber of Commerce; Adolph Bernstein, Elginites for City Manager, Elgin, Illinois; Ivan Hinderaker, Citizenship Clearing House; Donald Webster, director, Bureau of Governmental Research and Services, University of Washington;

Also Henry Vaughan Watkins, Jackson, Mississippi; William Winter, Southern Illinois University; George Hall, Institute of International Education; Herbert Kaufman, Yale University; O. B. Conaway, United States Department of Agriculture Graduate



Sjamsuddin Sutan Makmur



Suleiman Dahlan

School; Robert Hoover, planning director, Newark, New Jersey;

Also Donald Herzberg, director, Eagleton Foundation, Rutgers University.

Smith Succeeds Bird

Wade S. Smith, former editor of the REVIEW's Taxation and Finance Department, has been promoted to director of municipal research for Dun & Bradstreet. He succeeds Frederick L. Bird, member of the League's Council, who has retired but will continue to serve Dun & Bradstreet as a consultant.

New!

Model County Charter

TO help citizens, county officials and state legislatures strengthen and modernize county governments, this model relies on the best American experience and on the work of several score distinguished authorities.

It includes provisions for county powers, administrative organization, fiscal procedures, planning and the election process as well as a comprehensive introduction that is a "quick" education in the history, problems and prospects of county government in the United States.

If experts are right in believing that counties, especially those in metropolitan areas, will continue to grow stronger in functions and powers, this volume will be indispensable to civic leaders, officials, educators, libraries and all others concerned with government improvement.

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Tools for Achieving Better Government

Citizen groups often turn to the League for help in achieving better government in their locality. Listed below are some of the tools available to them:

Campaign Pamphlets

Story of the Council-Manager Plan, 36 pages (1955).....	\$.20
Charts: Council-manager Form, Commission Form, Mayor-council Form (17½ x 22½"), 50 cents each, set of three.....	1.00
County Manager Plan, 24 pages (1950).....	.20
Forms of Municipal Government—How Have They Worked? 20 pages (1955).....	.25
Facts About the Council-Manager Plan, 8 pages (1954).....	.05
City Employees and the Manager Plan, 4 pages (1952).....	.05
Labor Unions and the Council-Manager Plan, 8 pages (1955).....	.05
P. R., [Proportional Representation], 12 pages (1955).....	.05
The Citizen Association—How to Organize and Run It, 64 pages (1953).....	.75
The Citizen Association—How to Win Civic Campaigns, 64 pages (1953).....	.75
(The two pamphlets above may be purchased together for \$1.20)	

Model Laws

Model Accrual Budget Law, 40 pages (1946).....	.75
Model Cash Basis Budget Law, 42 pages (1948).....	.75
Model City Charter, 173 pages (1941).....	1.50
Model County and Municipal Bond Law, 54 pages (1953).....	1.00
Model County Charter, 112 pages (1956).....	1.50
Model Direct Primary Election System, 48 pages (1951).....	1.00
Model Investment of State Funds Law, 23 pages (1954).....	1.00
Model Real Property Tax Collection Law, 40 pages (1954).....	1.00
Model State and Regional Planning Law (1955).....	1.00
Model State Civil Service Law, 32 pages (1953).....	.75
Model State Constitution, 72 pages (1948).....	1.00
Model State Medico-legal Investigative System, 39 pages (1954).....	.50
Model Voter Registration System, 56 pages (1957).....	1.00

Other Pamphlets and Books

American County—Patchwork of Boards, 24 pages (1946).....	.35
Best Practice Under the Manager Plan, 8 pages (1954).....	.15
Civic Victories, by Richard S. Childs, 367 pages (1952).....	5.50
Coroners in 1953—A Symposium of Legal Bases and Actual Practices, 90 pages, mimeographed (1955).....	2.00
Digest of County Manager Charters and Laws, 70 pages (1955).....	2.00
Guide for Charter Commissions, 44 pages (1957).....	1.00
Guide to Community Action, by Mark S. Matthews, 448 pages (1954)....	4.00
Manager Plan Abandonments, by Arthur W. Bromage, 36 pages (1954).....	.50
The Metropolitan Problem—Current Research, Opinion, Action, by Guthrie S. Birkhead (reprinted from NATIONAL MUNICIPAL RE- VIEW), 12 pages (1953).....	.25
New Look at Home Rule, by Benjamin Baker etc. (reprinted from NATIONAL MUNICIPAL REVIEW), 32 pages (1955).....	.50
Proportional Representation—Illustrative Election, 8 pages (1951).....	.10
Proportional Representation—Key to Democracy, by George H. Hallett, Jr., 177 pages (1940).....	.25
Save Our Cities, by Joseph E. McLean etc. (reprinted from NATIONAL MUNICIPAL REVIEW), 32 pages (1954).....	.35

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